

A CITY PLAN  
FOR  
SAINT LOUIS

1907  
THE CIVIC LEAGUE  
OF SAINT LOUIS



# INDEX.

A. JEFFERSON BARRACKS  
B. MERAMEC RESERVATION  
C. CREVE-ŒUR "  
D. MISSOURI BLUFFS "  
E. CHAIN OF ROCKS "  
F. OUTER PARKWAYS.  
G. DES PERES "  
H. CITY LINE "  
I. KINGSHIGHWAY  
J. PUBLIC BUILDINGS GROUP  
K. MISSISSIPPI BLUFFS PARK

1. LEMAY ROCK ROAD  
2. GRAVOIS "  
3. KIRKWOOD  
4. MANCHESTER ROAD  
5. OLIVE STREET "  
6. ST. CHARLES RK "  
7. FLOISSANT "  
8. HALLS FERRY "  
9. TERGUSON  
10. CLAYTON





Relief Map of Saint Louis City and County

# A City Plan FOR SAINT LOUIS

---

---

REPORTS OF THE SEVERAL COMMITTEES  
APPOINTED BY THE EXECUTIVE  
BOARD OF THE CIVIC  
LEAGUE TO DRAFT  
A CITY PLAN



The Civic League of Saint Louis

1907



"Ideals are like stars: you will not succeed in touching them with your hands, but choosing them as your guides and following them you will reach your destiny."

—Carl Schurz.



## Table of Contents

---

	PAGE
1. Statement of the Executive Board . . . . .	7
2. The Need of a City Plan for St. Louis . . . . .	10
3. Historical Sketch—Physical Growth of St. Louis . . . . .	15
4. A Public Buildings Group . . . . .	30
5. Civic Centers . . . . .	37
6. An Inner and Outer Park System . . . . .	54
7. Street Improvements . . . . .	71
8. A Municipal Art Commission . . . . .	88
9. Legislation Necessary to Carry Into Effect the Suggested Improvements . . . . .	95
Index . . . . .	111



## List of Maps and Illustrations

---

	PAGE
1. Relief Map of St. Louis, City and County . . . . .	Frontispiece
2. Map of St. Louis, 1764 . . . . .	17
3. Map of St. Louis, 1804 . . . . .	18 <i>a</i>
4. City Limits in 1822 . . . . .	22
5. City Limits in 1841 . . . . .	25
6. City Limits in 1855 and 1876 . . . . .	27
7. Public Buildings, Group, Cleveland . . . . .	30 <i>a</i>
8. Washington Group Plan . . . . .	30 <i>b</i>
9. Plan No. 1 for St. Louis . . . . .	32 <i>a</i>
10. Place Vendome, Paris . . . . .	32 <i>b</i>
11. Trafalgar Square, London . . . . .	34 <i>a</i>
12. The Zwingerhoff, Dresden . . . . .	34 <i>b</i>
13. Theater Place, Dresden, and National Museum, Berlin . . . . .	34 <i>c</i>
14. New City Hall . . . . .	36 <i>a</i>
15. Proposed Municipal Group, St. Louis . . . . .	36 <i>b</i>
16. A Chicago Civic Center . . . . .	38
17. School Buildings in St. Louis . . . . .	40 <i>a</i>
18. Free Public Lecture, Chicago . . . . .	42 <i>a</i>
19. Mullanphy Playground . . . . .	44 <i>a</i>
20. Soulard Civic Center . . . . .	46 <i>a</i>
21. Playground Scenes in St. Louis . . . . .	48 <i>a</i>
22. Typical Swimming Pool . . . . .	50 <i>a</i>
23. Terminus of Kingshighway . . . . .	54 <i>a</i>
24. The Kingshighway . . . . .	56 <i>a</i>
25. Kingshighway—Forest Park . . . . .	56 <i>b</i>
26. Ravine in O'Fallon Park . . . . .	58 <i>a</i>
27. Route of Riverside Drive . . . . .	60 <i>a</i>
28. Riverside Drive, New York . . . . .	61
29. River Front Treatment in European Cities . . . . .	62 <i>a</i>
30. Cross Section, River Des Peres Valley . . . . .	63
31. River Des Peres in Forest Park . . . . .	64 <i>a</i>
32. Route of Des Peres Boulevard . . . . .	66 <i>a</i>
33. Entrance to Yellowstone National Park . . . . .	70
34. Map of Chicago Parks . . . . .	70 <i>a</i>
35. Map of District of Columbia . . . . .	70 <i>b</i>
36. Map of Providence . . . . .	70 <i>c</i>
37. The River Front as It Is . . . . .	72 <i>a</i>
38. The River Front as It Should Be . . . . .	72 <i>b</i>
39. Cross Section of River Front Improvement . . . . .	72 <i>c</i>
40. Water Front at Algiers . . . . .	74 <i>a</i>
41. Closer View—Algiers' Water Front . . . . .	74 <i>b</i>
42. Champs Elysees, Paris . . . . .	76 <i>a</i>
43. Junction of Lindell and McPherson Avenues . . . . .	80 <i>a</i>
44. Cross Section Residence Street . . . . .	81
45. A Street in Cabanne District . . . . .	82 <i>a</i>
46. Cross Section, Business Street . . . . .	83
47. Suburban Right-of-Way . . . . .	84
48. Lindell Boulevard . . . . .	86 <i>a</i>
49. Proposed Monument to St. Ange . . . . .	92 <i>a</i>
50. Map of St. Louis and Vicinity . . . . .	Appendix



# Members of the City Plan Committees

---

## GENERAL COMMITTEE.

WM. TRELEASE, Chairman, Director, Missouri Botanical Gardens.  
JOHN D. DAVIS, Vice-President Mississippi Valley Trust Company.  
DWIGHT F. DAVIS, Member Public Library Board and Public Bath Commission.  
JOHN F. LEE, President St. Louis Bar Association.  
J. LAWRENCE MAURAN, Architect, Chairman Public Buildings Commission.  
J. CHARLESS CABANNE, President St. Louis Dairy Company.

## INNER AND OUTER PARK COMMITTEE.

JOHN D. DAVIS, Chairman.  
ROBERT S. BROOKINGS, President, Board of Directors, Washington University.  
ENOS CLARKE, President St. Louis County Civic League.  
LEWIS D. DOZIER, Director, Mercantile Trust Company.  
DAVID R. FRANCIS, President Board of Directors, Louisiana Purchase Exposition Company.  
GEORGE C. HITCHCOCK, Attorney-at-Law, Member of the City Council.  
J. A. HOOKE, Assistant Sewer Commissioner.  
CHARLES H. HUTTIG, President Third National Bank.  
GEORGE E. KESSLER, Landscape Architect, Louisiana Purchase Exposition Company.  
ALBERT B. LAMBERT, President Automobile Club.  
ROBERT McCULLOCH, Manager United Railways Company.  
SAUNDERS NORVELL, President Norvell-Shapleigh Hardware Company.  
MAJ. JULIUS PITZMAN, Civil Engineer.  
WM. TRELEASE, Director Missouri Botanical Gardens.  
CALVIN M. WOODWARD, Director School of Manual Training, and School of Engineering, Washington University.

## CIVIC CENTERS.

DWIGHT F. DAVIS, Chairman.  
MRS. PHILIP N. MOORE, Former President Wednesday Club.  
HENRY WRIGHT, Landscape Architect.  
FREDERICK G. ZEIBIG, Former President Real Estate Exchange.

## STREET IMPROVEMENTS COMMITTEE.

J. CHARLESS CABANNE, Chairman.  
HERMAN VON SCHRENK, Pathologist, in charge of Mississippi Valley Laboratory, Department of Agriculture.  
WILBUR T. TRUEBLOOD, President, St. Louis Architectural Club.  
THEODORE C. LINK, Architect, Member American Institute of Architects.  
EDWARD FLAD, Consulting Engineer, Former Water Commissioner.  
JAMES C. TRAVILLA, Superintendent, Street Department.  
W. P. H. TURNER, President Turner Real Estate Company.

## MUNICIPAL ART COMMITTEE.

J. LAWRENCE MAURAN, Chairman.  
W. K. BIXBY, Chairman, Board of Directors, American Car and Foundry Company.  
MURRAY CARLETON, President Carleton Dry Goods Company.  
JOHN FOWLER, Capitalist.  
HALSEY C. IVES, Director, St. Louis School and Museum of Fine Arts.

## LEGISLATIVE COMMITTEE.

JOHN F. LEE, Chairman.  
J. LIONBERGER DAVIS, Attorney-at-Law.  
LUTHER ELY SMITH, Attorney-at-Law.  
CHARLES NAGEL, Attorney-at-Law, Former President Commercial Club.  
R. F. WALKER, Attorney-at-Law, Former Attorney General of Missouri.  
B. SCHNURMACHER, Attorney-at-Law, Former City Counselor.







# A City Plan for Saint Louis

---

## STATEMENT OF THE EXECUTIVE BOARD

*To the Members of the League and the Citizens of St. Louis:*

**H**EREWITH we present for your consideration and approval a plan for the improvement of St. Louis, which has been drafted with great care by the several committees composed of forty-two citizens representing almost every profession and interest in the city.

In November, 1905, the Executive Board appointed a committee of five to consider the feasibility and scope of a comprehensive city plan.

**Scope of a City Plan.** This committee consisted of Wm. Trelease, Director of the Missouri Botanical Gardens; John D. Davis, Vice-President of the Mississippi Valley Trust Com-

pany; J. Lawrence Mauran, Architect and Chairman of the Public Buildings Commission; John F. Lee, President of the St. Louis Bar Association, and Dwight F. Davis, member of the Public Library Board and Free Baths Commission. After considerable investigation into the conditions in St. Louis, and a careful survey of the widespread movement for civic improvements, the committee reported that a city plan for St. Louis was not only feasible but most essential and desirable. It outlined in a general way the main features of such a plan, and recommended the appointment of five committees to prepare tentative reports covering the various parts of the plan, and a general committee to co-ordinate the recommendations of the several committees and incorporate them into the final comprehensive report.

The problems suggested for consideration by the several committees were:

- (a) A group plan for municipal buildings.
- (b) An inner and outer park system.
- (c) Civic centers—the grouping of small parks and playgrounds, public baths, branch libraries, schools, model tenements, police stations, fire engine houses, and other public and quasi-public institutions.



- (d) Street improvements—main thoroughfares, river-front improvements, removal of wires and poles, street paving, tree planting, public conveniences, drinking fountains, monuments and other street embellishments.
- (e) A Municipal Art Commission, which should have general supervision over the designs for public buildings and all works of art to be erected in St. Louis.
- (f) Legislation necessary to carry into effect the plans as outlined.

The Executive Board was fortunate in being able to secure the gratuitous services, on these various committees, of some of the most prominent commercial, technical and professional men of the city. Frequent meetings of the several committees were held, a close study was made of the problems before them, and their recommendations have been carefully collated by the general committee.

While the report is issued at this particular time with the hope that it will furnish suggestions for the public improvements contemplated in the recent \$11,200,000 bond issue, its primary object is to supply this city with a plan which will, to some extent, direct its future development along right lines. The piecemeal policy which has characterized its past growth can no longer be permitted if this city is to retain her position as one of the great American municipalities. Another quarter of a century will see our population increased to a million and a quarter, and the limits of the city extended as far west as Clayton or Kirkwood. A fundamental plan to meet the needs of this growth is necessary. The industrial future of the city demands it. A commercial center invites into its gates visitors, retail merchants, and shopkeepers from the surrounding country and travelers from everywhere. In order to have them tarry awhile and return again the city must be made attractive, which means clean streets, pleasant homes, good transportation facilities, parks, boulevards, and stately public buildings. A city can not, in the modern sense of the word, maintain a high commercial standing unless it maintains, at the same time, a high civic life.



Competition between cities is becoming keener all the time as transportation facilities increase. If one city makes itself more inviting than its neighbor it is bound to attract more people.

**Competition Between Cities.** A city, after all, is a great business establishment in which thousands of stockholders are interested.

Its street plan must be convenient and attractive, its buildings must be architecturally beautiful, and it must furnish its residents and visitors the same comforts and conveniences which its neighbors can supply, if it expects to hold its rank among progressive urban centers.

Furthermore, if a well-defined plan is not now determined upon it will have to be done by the future St. Louis at tremendous cost. To avoid this mistake the Civic League has drafted this report, which it now submits to the citizens for their approval, and to the city officials for their consideration and adoption. It is not expected that the plans, contemplating an expenditure of more than \$25,000,000 of public revenue, will be carried out within the next few years, but they will furnish a guide, so that when a public building is erected, the park system extended, or a statue located, it will be done right instead of wrong, and some effort will be made toward the attainment of the practical ideals included in these recommendations.

We desire to acknowledge the many courtesies and the valuable services rendered by the Street, Sewer and Park Departments of the City Government, and especially the services of Mr. George E. Kessler, Landscape Architect of the Louisiana Purchase Exposition Company; Henry Wright, Landscape Architect; James C. Travilla, Superintendent Street Department; J. A. Hooke, Assistant Sewer Commissioner; Wilbur T. Trueblood, President of the Architectural Club, and to the many other public-spirited citizens who have given freely of their time and means to the furtherance of this work.

Respectfully submitted,

EXECUTIVE BOARD.

MAYO FESLER, *Secretary.*

HENRY T. KENT, *President.*

GOVERNEUR CALHOUN.	N. A. McMILLAN.
DR. M. B. CLOPTON.	J. LAWRENCE MAURAN.
DWIGHT F. DAVIS.	SAUNDERS NORVELL.
EDWARD C. ELIOT.	CHARLES REBSTOCK.
J. H. GUNDLACH.	CHARLES A. STIX.
J. L. HORNSBY.	B. J. TAUSSIG.
T. S. MCPHEETERS.	FRED. G. ZEIBIG.

St. Louis, January 8, 1907.

# The Need of a City Plan for St. Louis

## STATEMENT OF THE GENERAL COMMITTEE

*To the Executive Board of The Civic League:*

**T**HE General City Plan Committee, appointed by the President of the League to co-ordinate the several reports of the various committees and incorporate them into the final comprehensive plan, begs leave to report that it has held frequent sessions, carefully considered the recommendations of each committee in the light of their relation to the whole plan, and herewith submits the results of its labor in the form of a report. We hope that the plan as outlined will at least aid in arousing the public sentiment of St. Louis to the need of civic improvements on a comprehensive scale.

In order to carry out intelligently the duties assigned to it, your Committee considered the situation from the points of view of the present location and topographical advantages of St. Louis, the movements in other cities for improvements, and the obvious needs of a well-defined plan for this city.

St. Louis occupies a magnificent natural situation in the bend of the river, with a topography which might have made it one of the most beautiful cities in America, an undulating surface with ridges admirably adapted to wide and beautiful boulevards, and a fan-shaped arrangement of streets which gave every opportunity for convenient, wide and comfortable thoroughfares extending from a common axis in all directions back from the river. These natural advantages have by no means been fully utilized. The city has been permitted to expand to the north, west and south without any directing plan. Its growth has been haphazard and has followed the lines of least resistance. Real estate speculators and property owners have been permitted to follow their own caprices and self-interest. The results are that instead of having a city with convenient and commodious thoroughfares, plenty of open spaces and squares, and a harmonious grouping of public buildings, we have narrow streets, few breathing spaces, and a general absence, in the business portion of the city, of those features which make a city attractive.

### **Present Conditions in St. Louis.**



From the river front to the city limits at every step in the westward growth of the city are seen evidences of the failure to see the relation of things. A beautiful river front has been given over without reservation to smoking factories and railroad tracks. The magnificent bluffs in South St. Louis overlooking the river are today being scooped off for brick—bluffs which should have been the sites for beautiful homes and delightful small parks and breathing spots. Between Mill Creek Valley and Bissell's Point, from Main Street to Grand Avenue, where live one-third of the city's population, are found only two small parks. A trip through the business sections will show scarcely a single open space or monument to relieve the impression of general ugliness in that district.

If the journey be extended into the beautiful residential sections, for which St. Louis is famous, the lack of a well-devised plan will still be seen. Building lines have not been observed; business blocks and livery stables have been permitted to encroach upon purely residence streets; flats have been jammed in between beautiful homes; the choicest paved streets have become main thoroughfares for heavy hauling; and only the "Places" are protected from the encroachment of street cars, switch tracks and objectionable buildings. The average citizen, who is seeking a quiet home away from the noise and discomfort of traffic, is helpless in the face of this riot of conflicting and selfish interests—the direct results of a lack of plan and insufficient regulations.

While these same conditions, in more or less modified form, exist in practically every American city, a large number of them have set about to change these conditions and have adopted and are putting into effect comprehensive plans for the grouping of public buildings, the construction of parks and parkways, the creation or enlargement of park systems to include extensive outer belt park areas, the widening and improving of thoroughfares, the beautifying of water-fronts, and other forms of civic improvements, which will result at no distant day in placing American cities among the first in the world of well-ordered municipalities. Not less than twenty American cities are considering extensive modifications in their city plans. Scarcely a month passes without the appointment of a

**Neglected Natural Advantages.**

**Absence of Right Planning.**

**Widespread Movement for Civic Attractiveness.**

commission or the employment of an expert in some important city to consider this question.

New York, which has already spent millions for small parks, playgrounds and free public baths in the congested portions of the city, has drafted preliminary plans for extensive improvements along the entire water-front of the city, for the widening of a number of main thoroughfares, the grouping of public buildings about the City Hall Park, the adoption of a permanent street system for the unbuilt districts, and a vast scheme for connecting the various boroughs with Manhattan Island.

Cleveland, Ohio, has actually begun the formation of one of the most extensive civic groups in America by securing twenty-four blocks of valuable land in the heart of the business district, extending from the public square to the lake front, on which will be erected, along a central mall, federal and municipal buildings, as well as theaters and other quasi-public buildings. On the lake front is to be erected a \$3,000,000 Union Railway Station, in front of which will be a lake-front park constructed by filling in a considerable area of the lake. These improvements, costing \$15,000,000, will furnish an entrance-way to the city which, for dignity and beauty, will hardly be surpassed in any city of the world.

Chicago has already a park system of eighty-four parks and twenty-nine miles of connecting boulevards, aggregating 3,169 acres, and including twenty-eight small parks thoroughly equipped with free baths, swimming pools, reading rooms, branch libraries, assembly halls, gymnasiums and playgrounds. A plan has been completed calling for the purchase of an outer park area or forest reserve of 30,000 acres along the Des Plaines River and about Lake Calumet in Cook County, at a probable cost of \$25,000,000. Furthermore, the Commercial Club has employed the services of D. H. Burnham, the well-known architect, to draft a city plan for Chicago as broad and comprehensive as the Washington plan.

San Francisco, a few months before the recent disaster, had completed the draft of a comprehensive plan for the improvement and adornment of the city, including roads, drives, parks, playgrounds, civic centers, public buildings and numerous detailed suggestions. If the new city is able to carry out these plans San Francisco will be one of the most beautiful cities on the continent.



Boston has not only the finest and most complete inner belt park system in America, consisting of 2,300 acres and twenty-three miles of boulevards, but the city is surrounded by a metropolitan **Boston.** park system of more than ten thousand acres connected by beautiful drives and parkways. Boston has one civic center group, fifteen playgrounds, ten beach baths, twelve floating baths and eleven shower baths—all free to the people of the city.

Kansas City, Missouri, a city of a little more than 200,000 population, has a park area of over 2,000 acres and thirty-nine miles of boulevards and park driveways. Seven million dollars **Other Cities.** have been spent in the past ten years on this park and boulevard system. Washington City and the District of Columbia, if the plans already adopted are carried out, will have not only a park area of 8,000 acres and a system of parkways sixty-five miles long, but a group of federal and quasi-public buildings unsurpassed in any city of the world. Providence has proposed a metropolitan park system of a thousand acres and shore drives eighteen miles in length. St. Paul has planned a picturesque group of public buildings with the new Minnesota capitol in the center. The Twin Cities have agreed upon an unique system of parks and boulevards linking the river drives with the inland lakes. Detroit recently drafted plans for beautifying its water-front. Denver employed an expert to offer suggestions for elaborate street improvements and boulevard extension. Even the smaller cities have caught the spirit. Probably more civic expert work is being done today than at any time in the world's history.

While St. Louis has not been so far behind in this movement, as is seen in the report of the Public Buildings Commission and the Kings-highway Commission, the time has come when **St. Louis Needs** these reports should be incorporated into a more **Well Defined Plan.** complete city plan which is essential to any systematic development of this rapidly growing city. St. Louis today, if the predictions of her leading citizens are correct, is on the eve of a remarkable expansion in population, trade and industry. The city will, in all probability, contain by 1925 at least a million and a quarter inhabitants. This means the extension of streets, the crowding of the down-town business sections, the growth of suburban areas, and the creation of scores of municipal problems which will directly affect the health, comfort and pleasure of the

million and a quarter people then congregated within a radius of ten miles from the City Hall. These conditions make a well-defined program for civic development imperative.

In the consideration of the reports of the various committees we have kept constantly in view the practical and the attainable. We have considered the city as it is, its location, its topography, its present conditions and future possibilities, and have attempted to co-ordinate the excellent recommendations of the various committees into a comprehensive plan which, if carried into effect, will enable the city to realize to some extent its opportunities for greater civic comfort, convenience and beauty.

It is not expected that these improvements will all be attempted in the immediate future. They must necessarily be extended over a number of years, and be executed only as the city develops and its civic pride and financial ability enlarge.

A report of this extent, covering so many different phases of municipal improvements, must necessarily deal only with general plans and recommendations. The details must be left to those who carry out the suggestions contained in the report.

The advantages to be gained from the adoption of a comprehensive scheme are several; it will give due importance to each field of municipal improvements; it will furnish a nucleus around which public sentiment can crystallize; it will help to realize the unity of our civic life by bringing together the different sections of the city; but more than all else it will tend to bring civic orderliness and beauty where otherwise will continue to exist a lack of unity and an absence of dignity and harmony. If these results, even in a small degree, can be secured by this report your several committees will feel fully compensated for the time and effort given to the various details of this plan.

Respectfully submitted,

GENERAL CITY PLAN COMMITTEE.

WM. TRELEASE, *Chairman*.

J. CHARLESS CABANNE, JOHN D. DAVIS,

DWIGHT F. DAVIS, J. LAWRENCE MAURAN,

JOHN F. LEE.

MAYO FESLER, *Secretary*.



# Historical Sketch

---

## THE PHYSICAL GROWTH OF ST. LOUIS

**A** GLANCE at the map of St. Louis will show a city whose physical development and expansion to the north, west and south have followed no well-defined plan. Subdivisions have been opened, streets have been platted and the limits of the city extended with little thought of the future needs of a great metropolis. Streets, it is true, have in a general way, but with many irregularities, followed the fan-shaped arrangement which has been forced upon the city by its unique position in the bend of the river, but no effort has ever been made to project straight, wide, commodious thoroughfares radiating from a common center or open square in the heart of the city. Park spaces in the crowded portion have been sadly neglected; the grouping of public buildings has received little attention; and the natural advantage of location and topography which this city has possessed has been seriously disregarded except where the demands of trade and commerce have made it expedient to take advantage of it.

The history of St. Louis furnishes no story of a concerted effort to agree upon a city plan which would have prevented many of these irregularities and much of the inconvenience and actual discomfort which have been left as a permanent inheritance to the generations who will reside within the present boundaries. If a definite

### History Shows No City Plan.

scheme of extension and development had been agreed upon as late as 1822, when the city was first incorporated and when its western limit was Seventh Street, its growth could have been directed along right lines with only slight changes in the existing streets and at little cost to the tax payers. Even as late as 1841 a well-defined plan would have eliminated many of the present obstructions to free communication, but advantage was not taken of these opportunities and the present physical outlines of the city with its street irregularities, its lack of wide main thoroughfares, its absence of open spaces and attractive squares and vistas, are the results of an undirected growth of more than a hundred years. A brief historical sketch of this physical growth will

show how some of these conditions developed and how futile it would be to attempt any radical changes in the general plan of the city.

It was in November, 1763, that Pierre Laclède Liguette and his band of traders from New Orleans landed on the banks of the Mississippi at what is now the foot of Walnut Street. Here he found a limestone bluff rising about forty feet above the ordinary height of the water, sloping back in two or three terraces to the west and extending some two miles along the river-front. This bluff and the receding terraces above and to the west were covered with a heavy growth of timber extending in an irregular line as far back as Fourth Street. From this point on the top of the hill and to the west was a broad and undulating prairie with here and there clumps of scrub oak or heavier growths of timber. Along what is now Mill Creek Valley was a more heavily wooded region. Brackenridge, in his "Views of Louisiana," written several years later, says of St. Louis and its environs:

"Looking to the west a most charming country spreads itself before us. It is neither very level nor hilly, but an agreeable waving surface, and rising for several miles with an ascent almost imperceptible. Except a small belt to the north, there are few trees; the rest is covered with shrubby oak, intermixed with hazels and a few trifling thickets of thorn, crab apple or plum trees."

In December, 1763, Laclède marked the site for his new trading post in the vicinity of Walnut Street and the levee, declaring as he did so,

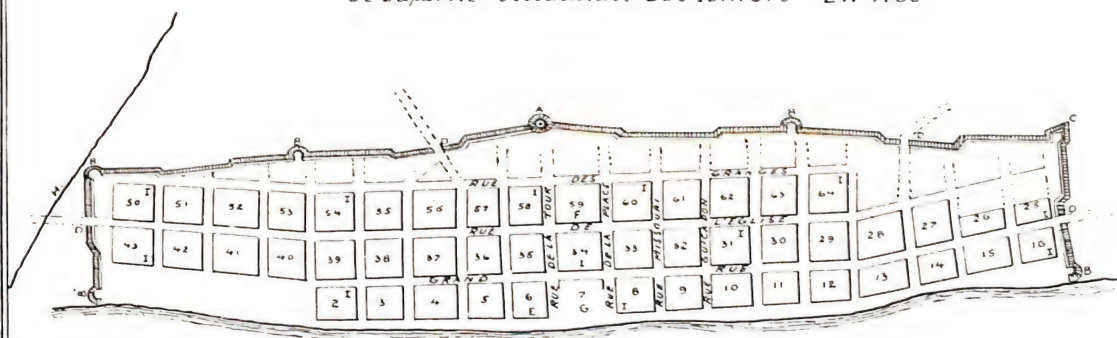
**First Streets and Buildings.**

"This settlement will become one of the finest cities of America." In the spring of 1764, after wintering at Fort Chartres, Auguste Chouteau and thirty of the party returned to the site of the proposed settlement and began clearing the land on the river-front for the erection of a post house for the commander, cabins for the men and a large shed or store house for the protection of the provisions, tools and stores. The post house, the headquarters of the trading company, which was built on the blocks now bounded by Market and Walnut, Main and Second Streets, served as the focal point from which all measurements were first made in assigning lots, platting streets and locating other buildings. In his first plat of the village Laclède reserved the block adjoining the trading post on the east and fronting the river as "La Place d'Armes," or Public Square, and the block adjoining the post to the west as the location for the church. Those



# Saint Louis des Illinois.

FORTIFIÉ PAR MONSIEUR D. FRANÇOIS DE COUSAT.  
LIEUTENANT COLONEL ET LIEUTENANT GOUVERNEUR.  
De La partie Occidentale DES ILLINOIS EN 1780



A. LA TOUR. B. DEMIS LUNES. C. BASTIONS. D. PORTES. E. GOUVERNEMENT  
F. EGLISE. G. PLACE. H. PETITE RIVIERE. I. EMPLACEMENTS des PARTICULIERS.

Nota. Pour ce qui concerne LA LIGNE DE FORTIFICATION

JE NE L'AI TIRÉ QU'EN 1780 PAR ORDRE DE GOUVERNEMENT.

AUG. CHOUTEAU.

Je certifie que le present est conforme au plan  
que j'ai fait en 1780 sans être autorisé par le  
gouvernement mais seulement comme fondateur de  
la dite ville.

ST LOUIS 1<sup>er</sup> SEPT. 1825.

AUG. CHOUTEAU.

MAP OF SAINT LOUIS, 1764.

to the north and south along the river-front were then assigned to those settlers who desired to build homes. The first assignments were made to face on Main Street, which left the splendid river-front as the back yard instead of the front yard of the village. Even at this early date St. Louis began to turn its back on that natural feature of the landscape which might have been utilized to enhance the beauty of the future city.

The next step in the village plan, after the individual assignments to the settlers were made and the cabins erected, was the arrangement for a "Commons," where all the live stock of the settlers might graze. A considerable tract of land to the south and west of the village, well wooded and watered, including the present area bounded approximately by Fourth and Tenth Streets, Park and Clark Avenues, was set aside for this purpose and during the summer of 1765 was securely enclosed by the united labor of all the settlers. The eastern limit of this enclosure furnished a portion of the first western boundary to the village.

The new community then turned its attention to the selection of a tract of land as a "Common Field," most suitable for cultivation. To the west and north of the village, in what was then known as "La Grande Prairie," was a stretch of open plain, fertile and especially adapted to farming, extending from the present Market Street to the Big Mound (near Mullanphy Street) on the north and from Broadway to Jefferson Avenue on the west. This tract was divided into strips one arpent (192½ feet) in width and forty arpents (770 feet) in depth, and assigned to the various settlers for cultivation. As the population increased these common fields were extended until in 1775 they covered several hundred acres to the west of the village. They were known by various names, such as "La Grande Prairie," "La Prairie des Noyers," "La Prairie de Cul de Sac," "La Petite Prairie" and "La Prairie Catalons."

The close of the year 1764 saw a total of forty people located in the new settlement, but the year 1765 witnessed a considerable increase in the population by the addition of immigrants from the French settlement in the territory east of the Mississippi, which had been transferred to the British. These new settlers were cordially welcomed by Laclède and added an important element to his new settlement. During the summer of 1765 more than eighty verbal grants of lots were made to these new



settlers. This unbusiness-like method of making grants continued until 1766, when Captain Louis St. Ange de Bellerive, the French Lieutenant-Governor, arrived at St. Louis and began the administration of affairs. He at once replaced the method of verbal grants by requiring them to be registered in the "Livres Terrien," or Register of Deeds.

In 1766 the settlement sometimes called "Laclede's Village" consisted of seventy-five buildings, two streets and some 300 people. The two streets, La Rue Royale, afterwards La Rue Principale (now Main Street), and La Rue de L'Eglise, Church Street (now Second Street), were each thirty-six French feet in width. Most of the inhabitants lived on Main Street. By 1770 the village had increased its population to about 500 and the number of buildings to 115. In 1780 a third parallel street was added, which was called La Rue des Granges, or Street of the Barns (now Third Street). It was so named because of the number of barns and sheds which graced it. In 1798 Governor Delassus had a census of Upper Louisiana Territory taken, which gave the population of St. Louis as 925 souls. During the whole period of Spanish rule over the Louisiana Territory, from 1770 to 1800, little attention was paid by the Spanish authorities at New Orleans to this settlement on the Mississippi. Not even was the line of fortifications which had been projected about the village completed. Throughout this period of more than a quarter of a century St. Louis was left unmolested and free to develop in its own way.

In 1804, when the region was ceded by Napoleon to the United States, St. Louis, according to Major Amos Stoddard who took possession of Upper Louisiana for the federal government, contained only 180 houses built chiefly of wood and stone. Most of these were located on La Rue Principale (Main Street) and La Rue de L'Eglise (Second Street). There were few buildings then on Third Street. The block where the Planters Hotel now stands was a common pasture for the village cows. Several cross streets, thirty French feet in width, had by this time been platted, as is indicated by the accompanying map. Rue de la Tour (Walnut Street) was then the main thoroughfare leading back from Main Street to the fort on the hill at Fourth and Walnut Streets, where the Southern Hotel now stands. Most of the town was south of Market Street.

Up to this time the village had no legal boundaries, unless the outlines of the old Spanish fortifications, as shown on the map of 1764 and which were never completed, could be called legal. Not even were the boundary lines between the individual holdings well defined. In 1805 a Board of Commissioners was appointed to ascertain and adjust all questions of land titles growing out of the early system of making verbal grants.

In 1809 the "Town of St. Louis" was duly incorporated by the Court of Common Pleas. Its limits as stated in the articles of incorporation were: "Beginning at Antoine Ray's mill on the banks of the Mississippi (now the foot of Franklin Avenue), thence running west sixty arpents (to Broadway), thence south on a line of said sixty arpents in the rear, until the same crosses the Barrier Des Noyer (about Chouteau Avenue), thence due south until it comes to the Sugar Loaf (Fifth and Rutger Streets), thence due east (along Rutger Street) to the Mississippi River." The population at this time was estimated to be 1,200. Mr. Billon, in his history of early St. Louis, describes the town as he first saw it in 1809:

"There had been little change in the surface of the ground from its first settlement in 1764, a period of nearly forty years. \* \* \* The river-front presented at that day a limestone bluff extending from about the foot of Poplar Street on the south to above Roy's Tower at the foot of Ashley Street on the north. \* \* \* There were but two roads ascending from the river to Main Street, viz., at Market and Oak Streets. These ascents were very abrupt and rough, quarried through the limestone rock by the early inhabitants with crow-bars and hammers to enable them to get to the river for water. \* \* \* There was no Fourth Street south of Elm. \* \* \* South of this it was but a road with two or three houses."

In 1811 the limits of the village were slightly changed so as to extend along Broadway to Mill Creek Valley, thence down the creek to its mouth. In Brackenridge's "Views of Louisiana," written at this time, we have a pen picture of the town as it appeared in 1811. In this sketch he says:

"The town is built between the river and a second bank, three streets running parallel with the river, and a number of others crossing them at right angles. It is to be lamented that no space has been left between the town and the river. For the sake of the pleasure of the promenade, as well as for business and health,



there should have been no encroachment on the margin of the noble stream. \* \* \* How different would have been its appearance if built in the same elegant manner, its bosom opened to the breezes of the river, the stream enlivened by scenes of business and pleasure, and rows of elegant and tasteful dwellings looking with pride on the broad wave that passes." \* \* \*

"St. Louis is the seat of government of the Territory and has always been considered the chief town. \* \* \* This place occupies one of the best situations on the Mississippi, both as to site and geographical position. \* \* \* It is probably not saying too much that it bids fair to be second to New Orleans in importance on this river."

The town grew slowly from 1804 to 1812, adding only now and then a new house or a few additional settlers. But the results of the war of 1812 and the general revival of trade and interest in the Middle West gave a new impetus to St. Louis.

**The First Subdivisions.** By 1816 the population had increased to 3,000, so that the residences and shops could no longer be confined to the three north and south streets. In May of that year Colonel Auguste Chouteau and Judge J. B. C. Lucas opened the first subdivision "on the hill," extending from Fourth to Seventh, and from St. Charles to Spruce Streets. This addition contained some fifty acres. The streets in the new subdivision were made much broader than the original ones and crossed each other at right angles. In this same year the town of North St. Louis was laid out. Here were located a number of mills, which aided much the early development of a considerable town. Other towns grew up about St. Louis, and by 1821 their combined populations amounted to 9,732 persons—the town of St. Louis containing 5,500 of this number.

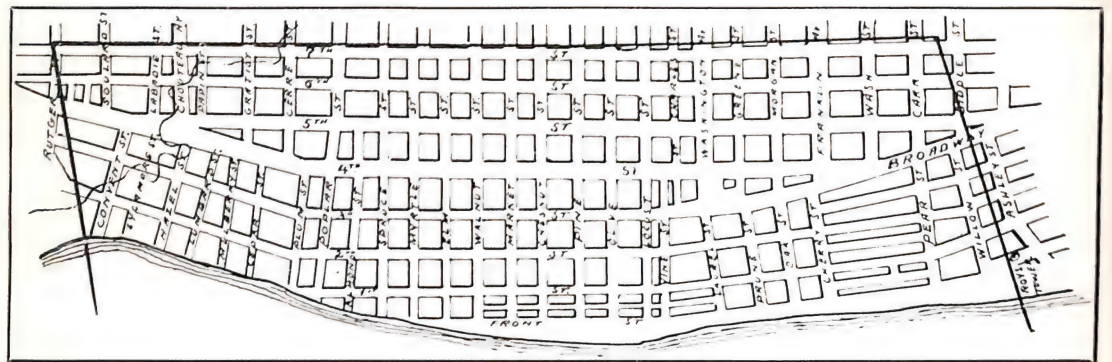
The first directory published in this year contains an interesting description of the town as it then appeared:

"Eight streets run parallel with the river and are intersected by twenty-three others at right angles. Three of the preceding are in the lower part of the town and the five others in the upper part. The streets in the lower part of the town are narrow, being from thirty-two to thirty-eight and one-half feet in width; those streets on 'the hill' or upper part are much wider. 'The hill' is much the most pleasant and salubrious, and will, no doubt, become the most improved. The lower end of Market Street is well paved, and the trustees of the town have passed an ordinance for paving

of the sidewalks of Main Street, being the second from and parallel to the river, and the principal one for business. This is a very wholesome regulation of the trustees, and is the more necessary as this and many other streets are sometimes so extremely muddy as to be rendered almost impassable.

"It is to be hoped that the trustees will next pave the middle of Main Street, and that they will proceed gradually to improve the other streets, which will contribute to make the town more healthy, add to the value of property and make it a desirable place of residence. On the hill, in the center of the town, is a public square 240 by 300 feet [present Court House block], on which it is intended to build an elegant Court House. The various courts are held at present in buildings adjacent to the Public Square. A new stone jail of two stories, seventy feet front by thirty feet deep, stands west of the site for the Court House.

"Market Street is in the middle of the town, and is the line dividing the north part from the south. Those streets running north from Market Street have the addition of North to their names, and those running in the opposite direction South. The houses were first numbered by the publisher of this directory in May, 1821."



CITY LIMITS IN 1822. FEW HOUSES WEST OF SEVENTH STREET.

The following year, December, 1822, witnessed the incorporation of St. Louis as a city with its limits defined as follows: "That all that district of country contained within the following limits, to-wit: beginning at a point in the middle of the main channel of the Mississippi River, due east of the southern end of a bridge across Mill Creek, at the lower end of the town of St. Louis, thence due west to a point at which the western line of Seventh Street, extended southwardly, will intersect the same; thence northwardly, along the western side of Sev-



enth Street, and continuing in that course to a point due west of the northern side of Roy's Tower; thence due east to the middle of the main channel of the River Mississippi; thence with the middle of the main channel of said river to the beginning; shall be, and is hereby, erected into a city, by the name of the city of St. Louis." The total area included within these limits was a little more than 385 acres.

Up to this time little attention had been given by the people to the street plan of the city, and practically none to building line regulations.

**Early Street** The platting of streets had been left to those who  
**Improvements.** opened new subdivisions, and a uniform building line seems not to have appealed to them as even a necessary convenience. But now that the town had become a city with a population of almost 6,000 people, the citizens became aroused to the necessity of some regulations. Accordingly, in 1823 the first Board of Aldermen appointed a committee to "inquire into the true situation of the streets, lanes and alleys of the city," and to recommend some "principle upon which said streets, lanes and alleys shall be permanently fixed." The committee, after investigation, made a report in which they stated that the width of the original streets was thirty feet (French measure), while that of the later subdivisions was thirty-six feet. They pointed out that little regard had been paid to street lines by builders, and that in numerous instances buildings and fences extended considerably beyond these lines. To remedy these conditions the committee recommended that a new survey be made and that property owners be compelled to conform to established lines. It is unfortunate that this committee did not look further into the future of the city and recommend at that early date the adoption of a street plan which would have established broad and convenient highways extending in all directions from the heart of the business district.

This first Board of Aldermen passed an ordinance for the paving of a few streets and requiring property owners to pave the sidewalks in front of their property. Prior to the incorporation

**First Street** of the city several attempts had been made to cover  
**Paving.** the "unfathomable mud of St. Louis," but the unprogressive portion of the inhabitants had been able to defeat those efforts. By 1829 a number of streets had been paved.

The naming of streets was next considered. Previous to 1809 the old French names had been retained. From 1809 to 1826 streets running east and west had been known by the letters of the alphabet with the prefix north and south (of Market Street) attached. In 1826 an ordinance was passed legally establishing Market Street as the dividing line between the north and south, naming the north and south streets by numbers and the east and west streets after the names of trees, according to the Philadelphia plan.

**Naming of  
Streets.**

The years from 1825 to 1840 were years of prosperity and rapid growth for St. Louis. The city in 1830 extended about a mile and a half along the river-front and about a half mile back from Main Street. Yet the whole city might have been packed twice over within the present area of Forest Park. In 1833 the John B. C. Lucas addition between Seventh and Ninth, Market and St. Charles, was opened. In 1836 the Soulard addition bounded by Park and Geyer Avenues, the river and Carondelet Avenue; the O'Fallon addition between Seventh and Eighth Streets, Washington and Franklin Avenues, and the Christy addition from Ninth to Twelfth Streets between Franklin and Lucas Avenues, were put on the market. In 1838 and 1839 several other additions were opened. All of this expansion and extension of streets took place with seemingly little thought that these improvements should follow a well-defined plan. No one seemed to peer into the future and see how many of the present defects in the city plan might have been avoided by a little foresight on the part of the inhabitants of 1840. From 1830 to 1840 the population increased threefold, reaching in the latter year 16,469, but the city extended only a little beyond Seventh Street. Beyond that point along Washington Avenue, which was then the choice residence street, numerous scattered homes had been built on the prairies.

The directory of 1838 indicates the general tone of prosperity which characterized this decade of the city's history:

"The vast number of buildings which were erected last season and this year have extended the city much beyond its chartered limits, and the general pressure in commercial transactions has not in the least retarded the improvement of St. Louis. The inducements to build up the city are as strong as ever, consisting in the continued high rents and the great and increasing demand for

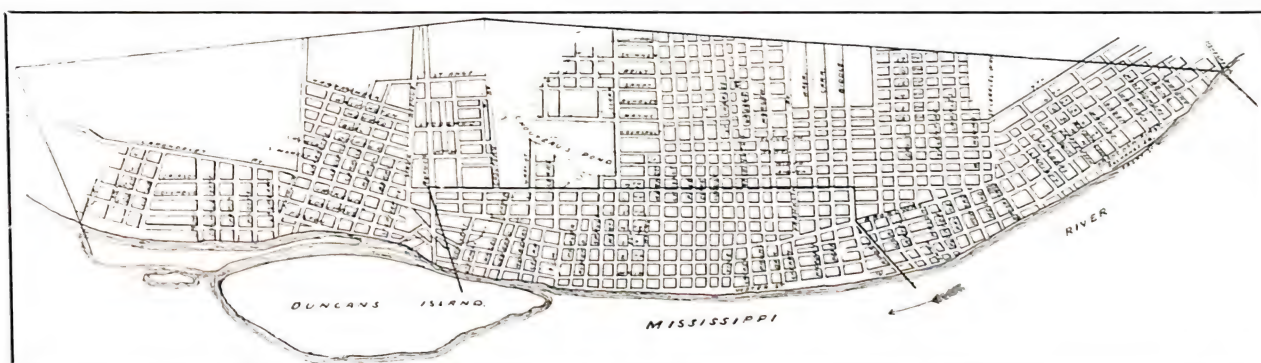


dwellings, business houses and offices. Heavy business operations are driving the retail dealers back from Front and from Main or First Streets, and property in the back streets, cross streets and in some of the alleys, is increasing in value to an unparalleled extent.

"From the point where the most active business centers, the city is extending up and down the river and back from its margin so steadily and the permanence of the structures are such as to give promise of resulting in the fine finish of one of the most populous and opulent cities in the Union. \* \* \*

"A county road has been ordered to run from the ferry landing back into the interior of the county. These preliminary works are intended to pave the way to those ultimate improvements which will extend the city of St. Louis, at no distant day, to that high, beautiful tract of country embraced in South St. Louis, which, about two years ago, was laid out into avenues, streets and lots in anticipation of such extension.

"The opinion, however, prevails generally that the great manufacturing district of St. Louis will be south of the present improved part of the city. This impression arises from the apparent certainty that the Iron Mountain Railroad will terminate or begin on the river below, or at the lower extremity of the city."



CITY LIMITS IN 1841. WESTERN BOUNDARY, ABOUT EIGHTEENTH STREET.

In 1839 the boundaries of the city were slightly changed in order to make them more nearly straight. Two years later (1841) they were extended, so as to include North St. Louis, St.

**Limits Extended 1841.** George, Central St. Louis and a number of smaller additions on the north and south. The new boundaries of 1841, which continued to be the limits until 1855, were, briefly stated: beginning at the foot of Wyoming Street, thence west along Wyoming Street to Carondelet Avenue, thence along

Carondelet Avenue to Chouteau Avenue, thence due north to Dock Street at the mouth of Stony Creek, thence due east along Dock Street to the river. The total area within the city limits was then about four and one-half square miles.

By 1844 the population had jumped to 34,140, and according to the directory of 1845 "was increasing more rapidly than any town of its dimensions in the Union." During these years

**St. Louis Becoming  
a Metropolis.**

many new additions were opened and sold. By 1850 the population had increased to 77,860.

An extensive sewer system was adopted, street improvements began to receive more attention, omnibus lines were consolidated and the city began to assume the ways of a metropolis. It was expanding so rapidly to the west that in 1852 the inhabitants residing in the district between the city limits (about Eighteenth Street) and Grand Avenue to the west formed a "Second Municipality of St. Louis." The incorporation of this new municipality into the city proper was the issue of the election of 1853, and also of 1855 when the State Legislature authorized the extension of the city limits so as to include this and other suburban towns.

This act of 1855 increased the area of the city from four and one-half square miles to seventeen square miles and absorbed the towns of Second St. Louis and Bremen, the villages of Florence and Highlands, and a number of populous additions to the west and south. The new boundaries of the city were as follows:

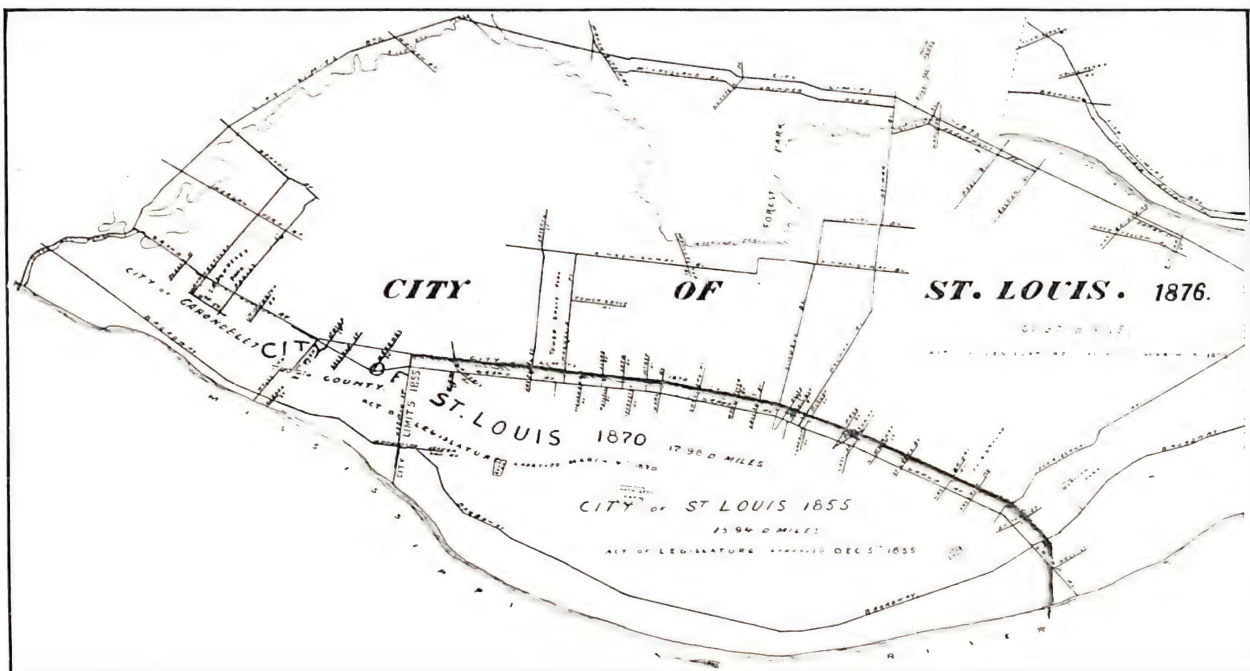
"All that district of country situated in the county of St. Louis, embraced within the following limits, to-wit: Beginning at a point in the middle of the main channel of the Mississippi River where the continuation of the south side of Keokuk Street eastwardly would intersect said main channel; thence westwardly by the said line of the south side of Keokuk Street to a point 660 feet west of Grand Avenue; thence northwardly, and parallel to said Grand or Lindell Avenue, at a distance of 660 feet therefrom, until it intersects the Bellefontaine Road; thence northeast to the line dividing townships forty-five and forty-six north, range seven east; thence eastwardly with the said line and in the same direction to the middle of the main channel of the Mississippi River; thence southwardly with the meanderings of the main channel of said river to the place of beginning, is hereby incorporated into a city by the name of 'The City of St. Louis.'"



The city continued to expand rapidly into this new area, particularly to the west and southwest. New streets and numerous subdivisions were opened. The political excitement of the ten years

**First Street Cars  
in 1859.**

preceding the outbreak of the Civil War seemed to have little effect on its rapid growth. By 1860 the population, according to the United States Census, had increased more than 100 per cent in ten years, reaching in that year 185,587. The year preceding (1859) saw the first street



SHOWING CITY LIMITS OF 1855 NEAR GRAND AVENUE, AND PRESENT LIMITS ESTABLISHED IN 1876.

car line built under the direction of Mr. Erastus Wells, father of the present Mayor. The tracks were laid along Olive Street from Fourth to Twelfth Streets, and the first trip of the horse-car was attended with great enthusiasm. During the same year the Broadway line, extending from the city limits at Dock Street on the north to the limits at Keokuk Street on the south; the Franklin Avenue line, from Fourth Street to Garrison Avenue; the Chouteau Avenue line, along Chouteau Avenue to St. Ange Avenue; were all built and the old omnibus lines on these streets abolished.

But all of this rapid growth was checked by the outbreak of hostilities in 1860 and the closing of the river to traffic. St. Louis, situated as it was on the border and with a population radically divided in sentiment between the North and South, was not in the mood from 1860 to 1864 to foster the same rapid development which characterized the decade before the war. The one-hundredth anniversary of its founding came at an inopportune time to appreciate the prophecy of its founder when he declared "This settlement shall become one of the finest cities in America."

The period of prosperity following the Civil War saw the city rapidly extended in all directions, but along the already established lines. New additions and subdivisions were opened and sold, but the plan of the streets was naturally adapted to the already existing highways. The city's limits in 1867 were extended so as to include the town of Carondelet, and in 1876 they were pushed far west to the River DesPeres and Skinker Road. Already established thoroughfares were projected westward into the unbuilt district, but the time had passed when a well-directed plan of street arrangement could be adopted. The direction of the city's growth and its general arrangement were already well determined, and only the direst necessity will be able to alter their direction except in slight details.

No mention has been made of one of the most essential features of a city plan, namely: parks and open spaces. St. Louis, in the early days, had, of course, little need for parks. The outlying prairies and forests furnished abundant opportunities for recreation. As late as 1840, with the limits extending only to Seventh Street, there was little need of park land. Chouteau's Pond in Mill Creek Valley, where now stands Cupples' Station, furnished facilities for rowing and fishing, and Lucas Grove to the west was a natural park on the outskirts of the city. Yet as early as 1812, when Congress authorized the sale of the Commons and Common Fields for school purposes, land for three parks was reserved, namely: Dakota Park, Gravois Park and Laclede Park. In 1816 three citizens presented to the city land for a church, school and public park. In 1840 Washington Square, now occupied by the City Hall, was purchased by the city with the understanding that it should be used as a public square forever. In 1842 Carr Square was donated



to the city by Wm. C. Carr. In 1844 Lafayette Park was acquired by purchase from the old Commons. In 1864 Hyde Park was purchased and Missouri Park created by ordinance. In 1866 Benton Park was acquired by purchase. In 1871 Lyon Park was transferred to the city by the War Department, and in 1874 the three larger parks, Forest, O'Fallon and Carondelet, were purchased under act of the State Legislature.

This brief historical sketch will illustrate in a slight degree the absence throughout its history of a well-considered plan to guide the growth of this city. If a L'Enfant had been called in consultation early in the century, and a comprehensive plan had been agreed upon with due attention to open spaces, attractive squares, and broad radiating thoroughfares, St. Louis, with her topographical advantages and location, might have become a far more attractive city than it is today. It is not yet too late to profit from past experience and plan wisely for the future Greater St. Louis.

# A Public Buildings Group

---

## REPORT OF THE PUBLIC BUILDINGS COMMISSION

**S**T. LOUIS, at this time, has an opportunity which seldom comes to a large city to carry out a magnificent scheme for the grouping of her public buildings, and to establish for herself an architectural center which for all time will place her among the first of cities famed for the dignity and grandeur of her municipal buildings group. Two million dollars have been voted by the people for a new Court House, Jail, Police Courts and Health Department; and the Library Board is planning the erecting of a \$1,500,000 library building. These structures will furnish a nucleus for an admirable group center in the heart of the future business district.

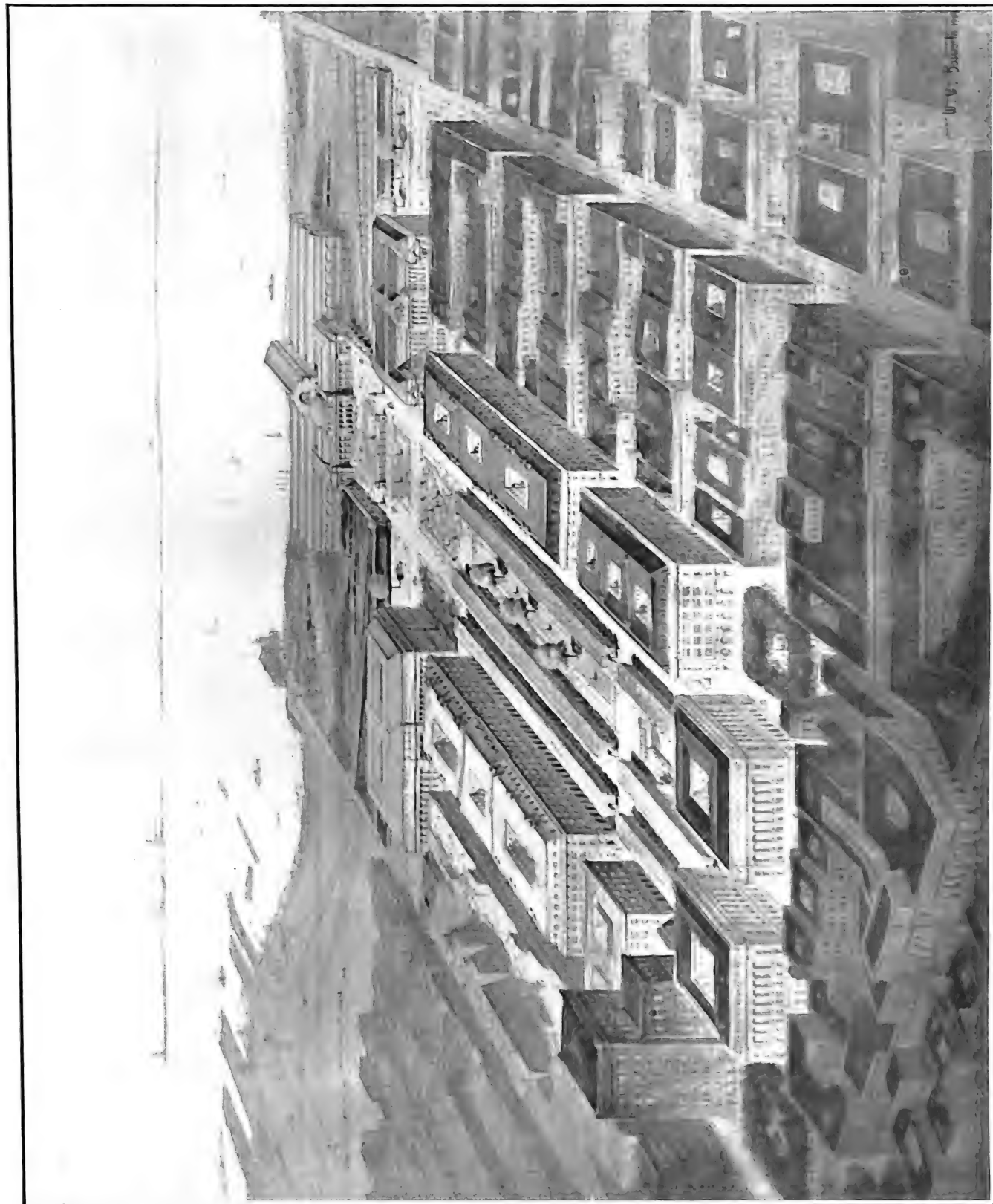
The advantages to be derived from a grouping of public and quasi-public buildings are several: First, it furnishes an opportunity for harmonious treatment and architectural effects which can be secured only by grouping the buildings about a common court or square. Each building in the group contributes its share to the dignity, beauty and attractiveness of every other. Unrelated buildings, however imposing they may be in themselves, lose much of their effectiveness by standing alone. Second, the grouping of public buildings will greatly facilitate public business, which means economy to the entire people. Third, they will serve as a splendid example of the advantages to be gained by the proper arrangements of buildings about an open park space, which will have its influence on all subsequent private as well as public building operations in the city.

Fortunately, the city wisely planned for this improvement some three years ago, when the Public Buildings Commission was appointed by the Mayor to prepare a comprehensive scheme for massing the public buildings about a central park or plaza. The excellent report of that Commission, slightly modified, is incorporated into this report with the hearty endorsement of all the committees.

### Why Group Public Buildings?

### Buildings Group Plans Ready.

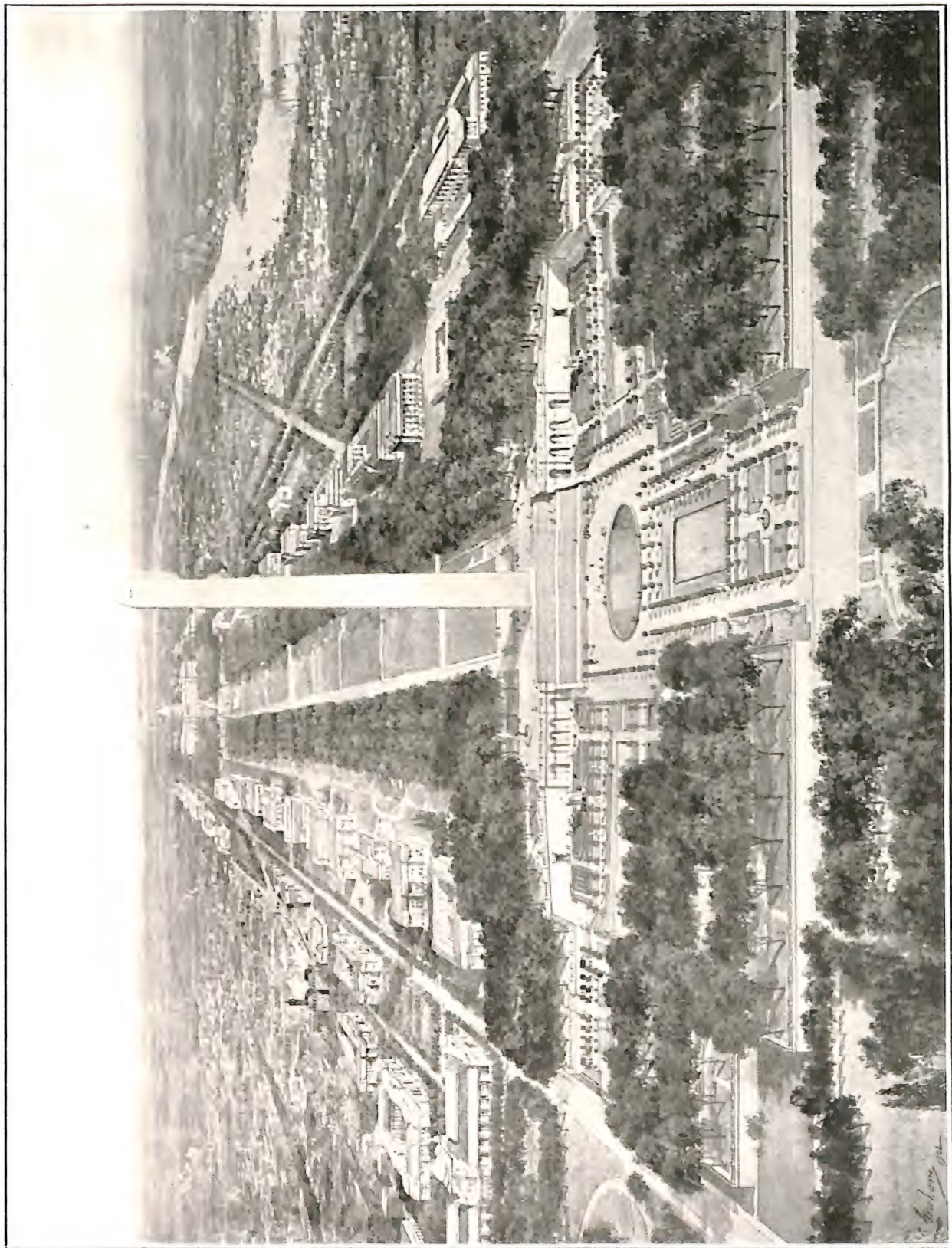




PUBLIC BUILDINGS GROUP, CLEVELAND—NOW UNDER CONSTRUCTION.







VIEW OF WASHINGTON PLAN, LOOKING TOWARD THE CAPITOL.





## THE PUBLIC BUILDINGS COMMISSION'S REPORT

"Recognizing the absolute necessity of providing at once new and adequate quarters to replace the present Four Courts and Jail, as well as the old Court House, the Commission has given its attention to a study of the most economical location of these proposed new buildings, with due regard to convenience, provision for growth and dignity of arrangement commensurate with the metropolitan character of the city.

"In this connection, the Commission decided to outline two schemes of apparently equal merit. In any such scheme it was natural to take the present City Hall as a starting point or nucleus of **Plan No. 1.** the group; the next natural step was the adoption of Twelfth Street as the main axis upon which to build a group. Moreover, the city already owns the site of the Four Courts, as well as the old City Hall property. So the Commission laid out a plan, which is reproduced in this report, showing a completely developed municipal court terminating the fine, broad approach furnished by Twelfth Street.

"A group of municipal buildings, as indicated in Plan No. 1, forming a southern extension of Twelfth Street and occupying property largely now in the possession of the city, suggests itself as an extremely desirable arrangement, both for the convenience of the conduct of public affairs, and for the presentment of a dignified architectural effect.

"The present City Hall occupies a portion of Washington Park, having its most important frontage on Twelfth Street, and suggests the propriety of a court building of corresponding plan and size on the opposite side of this wide thoroughfare.

"The small blocks between Market Street and Chestnut Street should be acquired and devoted to smaller buildings, such as a hall for Public Records and an Historical Museum, and would afford ample space for public parking and surroundings for monumental buildings.

"The other buildings related to this scheme are suggested as being devoted to a Law Library, Executive Building, Police Department Headquarters, Jail Building, Fire Department, Engine House, Morgue, and other municipal purposes.

"The plan also indicates the proper location for two important monuments or fountains. The space offers an unusual opportunity for

a strictly municipal development, and would form a fine architectural picture.

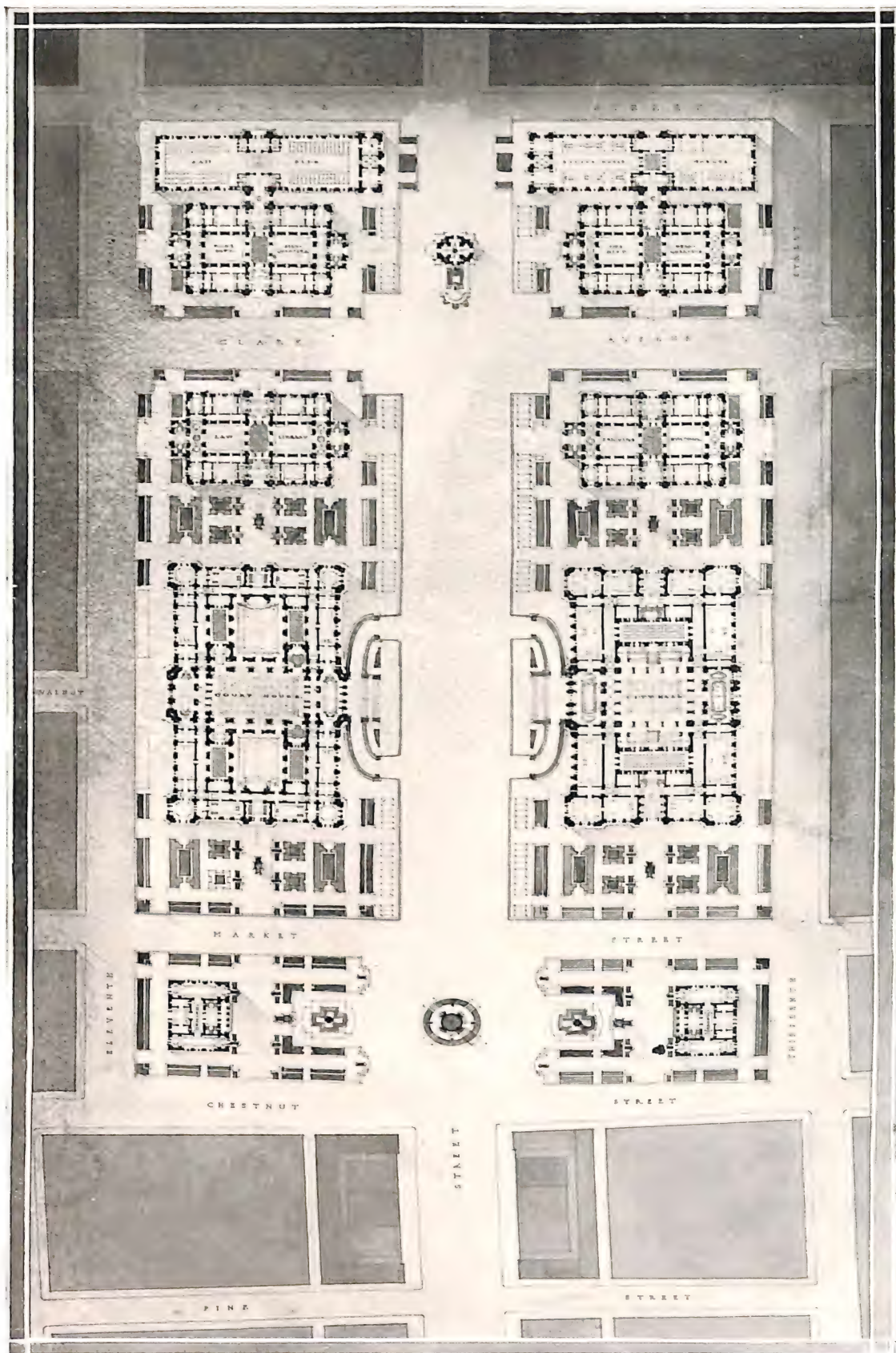
"Furthermore, the buildings would be so closely related that they would furnish exceedingly convenient intercourse. They might, if necessary, be connected by underground passages or subways, lighted by electricity, and they might all be heated and operated from a central plant."

"While Plan No. 1 seemed natural enough and entirely feasible and rational, it had a sufficient number of disadvantages to force the Commission to re-examine the ground and prepare **Plan No. 2.** another plan for comparison with it. Twelfth Street seems to be essentially a business street, and its present rapid rate of development south should not be retarded. Further, the value of those blocks, needed at once, is high, and those needed in a few years for further development would be high enough, perhaps, to force the abandonment of the adopted plan. Another drawback lies in the fact that the Four Courts and Jail must be utilized until new quarters can be built, and therefore, in this scheme, the new Jail building would not be placed where it belongs, adjacent to the new Court House. Again, while a municipal court would thus be constructed, it would be a miniature and of insufficient size to secure a dignified composition with accessory parking as a setting.

"Agreeing that the City Hall must be a component part of any scheme, another plan was prepared placing it on the east of an axial line drawn north and south, midway between Thirteenth and Fourteenth Streets. Assuming that the new Public Library will some day rest on this adopted axis, the Commission conceived the plan of replacing old Missouri Park by opening a continuous parkway between Thirteenth and Fourteenth Streets from Olive Street to Clark Avenue.

"We have been too short-sighted in the past in giving up these invaluable breathing spots and failing to provide others to fill a very actual want. Every city of the old world and every city in this country which has had time to think, in its hurry to keep abreast of mercantile progress, is now devoting its energies and vast sums of money to the creating of parks and open places. Here we find the happy opportunity of thus creating a public blessing, as a necessary means of arriving at a purely practical end. On either side of this parkway abutting on Thirteenth and Fourteenth Streets, from Olive Street to Clark Avenue, opportunity is given for the erection of mercantile houses which could





Hall of Public Records  
Historical Museum

Court Building  
City Hall

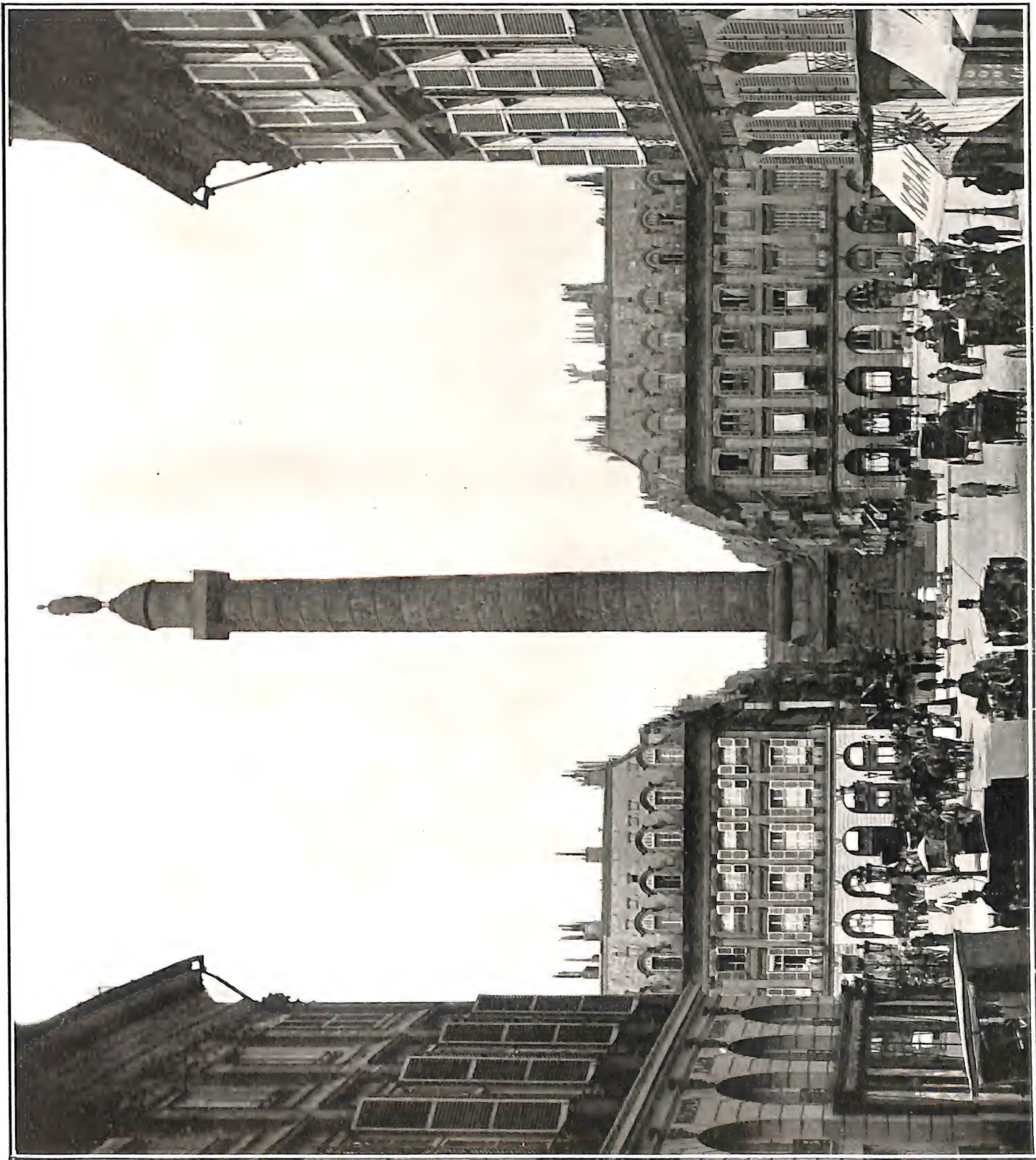
Law Library  
Executive Building

Police Headquarters and Jail  
Fire Department Headquarters and Engine House

PLAN No. 1 — SHOWING A POSSIBLE GROUPING ALONG TWELFTH STREET







PLACE VENDÔME, PARIS.  
Showing Public Square and Column Vendôme Surrounded by Formal Architecture.





not exist on those streets today, but it is to be hoped that such opportunities as are here presented for locating quasi-public buildings, such as theaters, music halls, hotels, etc., will not be overlooked. Not one first-class, or even second-class, building would be removed, and particular attention is called to the class of building and the tenantry which would be removed by such a healthy cleaning out as is proposed.

"This public parkway, beautified with monuments, fountains, shaded walks and beautiful trees, terminates in a broad, generous and imposing municipal court flanked on the east by the City Hall and on the west by the proposed new "Courts," while adjacent to it on the south is located the new Jail, the offices for Police, Fire Department, the Morgue, Dispensary, and the necessary detention rooms. On the south of the City Hall is suggested a building which is designed to cover the requirements of growth and development in the years to come. Thus, for the same reason, has the Commission seen fit to reserve for future needs and future construction the buildings shown on the main axis terminating the municipal court, tying the civic group together and balancing in its mass and majesty of location the beautiful Library which must soon occupy the magnificent site, and which will stand ready to lend itself to this proposed scheme for the betterment and uplifting of our city.

"The Commission has had the benefit of the judgment of two of our best judges of realty values on the two schemes under consideration.

**Cost of Land for Plans Nos. 1 and 2.** They agree that the actual acquirement of land not now owned by the city of St. Louis, essential to Plan No. 1 (the Twelfth Street municipal court), would cost \$2,285,566, while the actual acquirement of land under Plan No. 2, including all the open parkways and sites for new buildings, would amount to \$2,671,308, after deducting the market value of the old City Hall and the Four Courts property. The parkway alone is worth millions to our people, and this park scheme not only gives the desirable open space to an enormous number of our citizens using east and west arteries of traffic, but it also brings the City Hall and the proposed Courts into an intimate relationship with the heart of the city and our every-day life, which few of us have known.

"St. Louis has the opportunity, at a little more than the cost of the buildings, which are an immediate necessity, of securing a breathing space, a beauty spot and a scheme for present grouping and future development, of which we may all be proud.

"In presenting the accompanying report your Commission begs to state that it has prepared this comprehensive scheme for the development of the city's official building along well defined lines, not with the expectation that the whole project should be undertaken under one administration, but rather with a view to so place the buildings most urgently required at the present time as to start a plan so obviously advantageous that in years to come succeeding administrations will recognize the desirability of adding to and finally completing the project prepared.

"For the present the Commission suggests the erection of one building of the size of the present City Hall, placed symmetrically thereto, as indicated in the plans. This building should contain all the courts now using the Four Courts and old Court House buildings, the Police and Fire Department headquarters, Dispensary and detention rooms, etc., and adjacent thereto a modern Jail building. The Commission has carefully estimated the total cost at \$2,725,000, subdivided as follows:

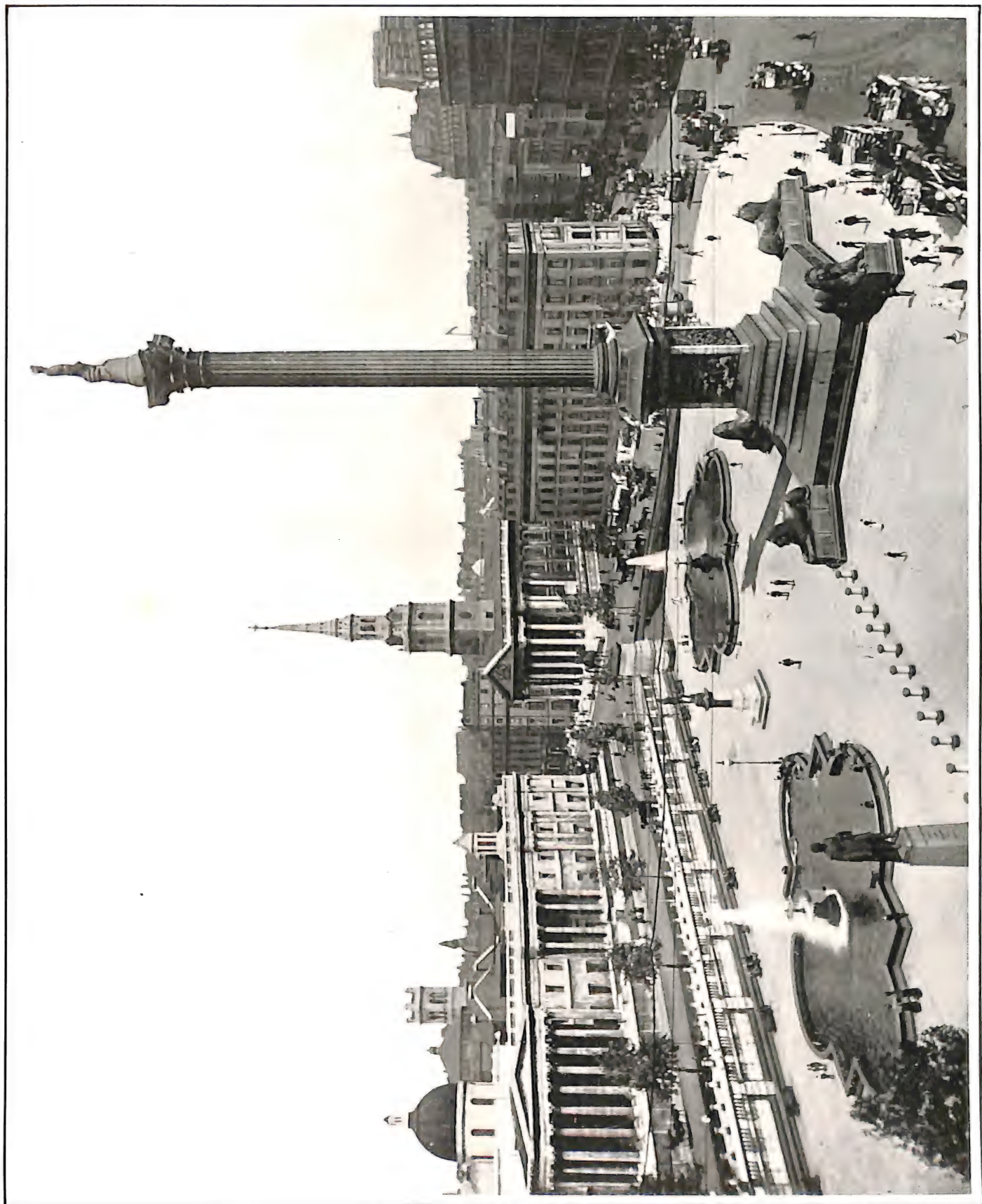
"Main building housing all departments . . . \$2,225,000 00

"Modern jail building . . . . . 500,000 00

"In order to place these buildings on Twelfth Street, facing the City Hall, as shown in Plan No. 1, without purchasing any other property to complete this scheme, after deducting credits from the sale of vacated city property, would cost, as estimated, \$245,350, or a total immediate expenditure along the lines of Plan No. 1, of \$2,970,350. In placing these buildings as shown in Plan No. 2, and acquiring all the land lying between Thirteenth and Fifteenth Streets, and extending all the way from Chestnut Street to Clark Avenue, after deducting credits from the sale of vacated city property, leaves a slight balance in favor of the city on the credit side, or a total immediate expenditure conforming to Plan No. 2, of a trifle less than \$2,725,000.

"If Plan No. 2 is followed, it not only gives a larger amount of property for future development, but it gives a promise of that parkway projected in the report, completing the vista from the new Public Library to the municipal group by providing at once a very large proportion of this proposed open space in the form of a veritable City Hall Park.

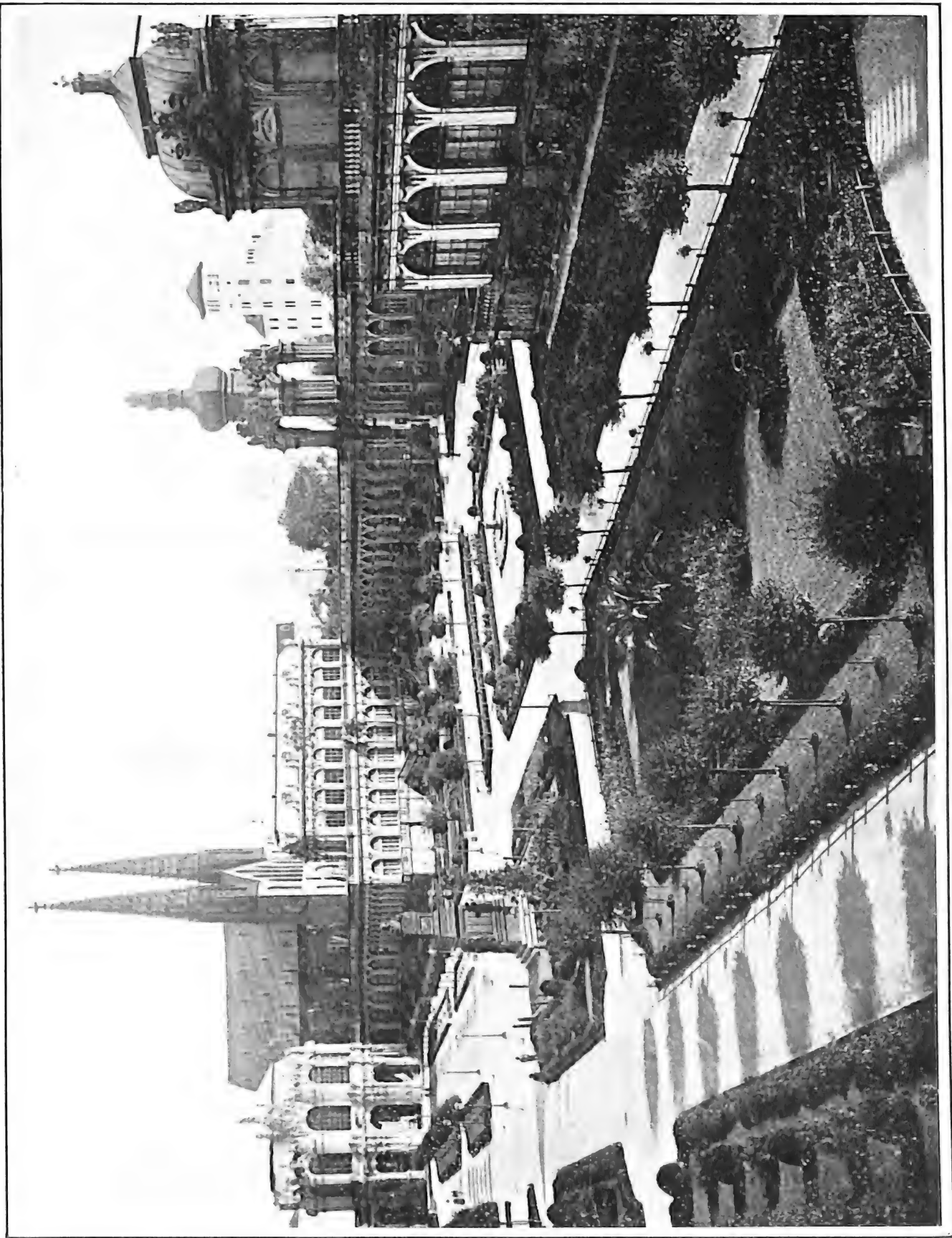




TRAFALGAR SQUARE, LONDON, AND ENTRANCE TO THE STRAND.







THE ZWINGERHOF, DRESDEN.  
A Formal Group Treatment.







THEATER PLACE, DRESDEN.



NATIONAL MUSEUM, BERLIN.  
Showing the Artistic Advantages of Broad Plazas.





"No one reading the accompanying report can fail to recognize the imperative need of expending this money for the urgent needs of the departments which it is proposed to house, and no good citizen can doubt the wisdom of expending this money in a way which promises the best future results for our city.

"Respectfully submitted,

"JOHN LAWRENCE MAURAN, *Chairman.*

"WM. S. EAMES,

"ALBERT B. GROVES, *Secretary.*"

In European cities the grouping of public buildings about a central park or mall has become the rule and the result is that European cities are justly famed for the beauty and dignity of their public structures. Paris has taken the lead in this movement in the building and arrangement of its many civic centers, such as the Louvre and Tuilleries Garden. Vienna, with its "Ringstrasse" in the heart of the city, lined with imposing public and quasi-public buildings, has even surpassed Paris in the grandeur and dignity of its centers. Berlin, with its splendid "Unter den Linden," furnishes another admirable example of the effectiveness of the proper grouping of museum, theaters, galleries, statuary, fountains and monuments about a central park. Moscow with its "Kremlin," St. Petersburg with its "Group Center" upon the Neva, Brussels with its "Grand Place," are interesting illustrations of the same principle. Florence, Venice, Antwerp, Dresden, and a score of other cities, might be mentioned which have realized the architectural value of providing great focal points for their chief public edifices.

Among the cities of this country there is being manifested a strong desire to bring together public buildings and to locate them with a view to securing greater dignity and effectiveness, as has been pointed out in the statement of the General City Plan Committees. St. Louis has a plan already prepared and the money appropriated to erect a portion of the buildings contemplated in the report of the Public Buildings Commission. Business is rapidly extending westward. Twelfth Street will soon be in the heart of the retail district. A group site can now be secured at a comparatively reasonable cost. If it is postponed real estate values will increase so rapidly

that the purchase of the land will be practically out of the question. Under no circumstances should this opportunity of establishing a focal center for public edifices be permitted to pass. It is not so important that Plan No. 1 or Plan No. 2 of the Commission's report be followed, but we strongly recommend for the proper grouping of public buildings the adoption of some comprehensive scheme of sufficient elasticity to take care of the future civic development, and along lines similar to those suggested in the report of the Public Buildings Commission.





NEW CITY HALL.  
The Nucleus of Any Grouping of Public Buildings.





# Civic Centers for Saint Louis

---

## SMALLER BUILDING GROUPS

**T**HE term "Civic Center," as understood by this committee, refers not, as is often the case, to any one institution which may supply some of the needs of a neighborhood, but rather to the grouping of the various public, semi-public and private institutions which have for their object and aim the mental, moral or physical improvement of the neighborhood in which they are located. Used in this sense, a civic center would comprise, among other things, a public school, parochial school, public library branch, public park and playground, public bath, model tenement, social settlement, church, homes of athletic or social organizations, police station and fire engine house.

The grouping of these institutions around a common center would be a distinct benefit to a neighborhood. It would center the interests

### Advantages

#### of Civic Centers.

of the people in the neighborhood and would enable the different institutions to supplement one another. For example, it would enable many parents to use the various institutions in their only leisure hours, the evenings, by leaving their children in the playground or social settlement near by, whereas otherwise they would be unable to leave them alone at home; it would give a splendid opportunity for an harmonious architectural and landscape treatment of the various buildings, thus adding to the intrinsic beauty of each; it would foster civic pride in the neighborhood and would form a model for improvement work, the influence of which would extend to every home in the district; it would give to the immigrant—ignorant of our customs and institutions—a personal contact with the higher functions which the government exercises towards him, developing his interests in municipal activities by substituting for a feeling of governmental antagonism towards him, as manifested in the only municipal institution with which he is brought in contact—the police station—a feeling that the government is, after all, maintained for his individual well-being as well as for that of the native-born inhabitant. Lastly, it would develop a neighborhood feeling, which in these days of specialization has grown weak, with a resulting lack of interest in local politics





and the consequent corruption and disregard of the best interests of the people by their representatives.

In planning these various civic centers the committee felt that it would best serve its purpose by keeping in mind the practical possibilities of realizing its plans rather than by drawing up an ideal plan, which, for the present at least, would be impossible of accomplishment. In planning for parks we have confined ourselves within the limits of the proposed bond issue, assuming \$670,000 as being the maximum amount that the city will be able to spend for the acquisition of new parks in the near future. For the various centers suggested, however, we feel that the plan is fairly complete and that it can easily be elaborated in the future. The considerations which primarily influenced the choice of the different locations for these centers were density of population, social conditions, and the location of institutions already established. One of the greatest needs of the city is a comprehensive system of small parks in the down-town district. Parks are, perhaps, the most important factors in the neighborhood life—after the school—and from the æsthetic standpoint the park should form the center around which the buildings are grouped.

Taking the city as a whole, St. Louis devotes a very satisfactory portion of her total area to public purposes. Thus, 9,285.99 acres of a total of 39,276.25 acres, or 23 per cent of the total acreage of the city, is devoted to parks, streets and alleys, and school grounds and school buildings.

#### **Park Distribution in St. Louis.**

When these figures are studied by districts, however, gross inequalities appear. Dividing the city roughly into three districts: that between the river and Jefferson Avenue to be called the Eastern District, that between Jefferson and Grand Avenues the Central, and that from Grand Avenue west to the city limits the Western District, we find

##### **IN THE EASTERN DISTRICT**

277,928 people, or 48.3 per cent of the total population (1900).  
7,669 acres, or 19.5 per cent of the total acreage.  
148.59 acres, or 6.9 per cent of the total park area.

##### **IN THE CENTRAL DISTRICT**

123,519 people, or 21.4 per cent of the population.  
3,835.75 acres, or 9.7 per cent of the total acreage.  
176.15 acres, or 8.3 per cent of the park area.

## A CITY PLAN FOR SAINT LOUIS.

## IN THE WESTERN DISTRICT

173,791 people, or 30.3 per cent of the population.

27,771.50 acres, or 70.8 per cent of the total acreage.

1,799.83 acres, or 84.7 per cent of the park area.

*In other words, 48 per cent of the people have easy access to less than 7 per cent of the park area; 21.4 per cent of the people have 8 per cent of the park area, while 30 per cent of the people have 85 per cent of the park area.*

Putting the above figures in another form, we find that in the WESTERN DISTRICT THERE IS ONE ACRE OF PARK AREA TO EVERY 96.5 PERSONS, IN THE CENTRAL DISTRICT ONE ACRE OF PARK AREA TO EVERY 701.2 PERSONS, WHILE IN THE EASTERN DISTRICT THERE IS BUT ONE ACRE OF PARK AREA TO EVERY 1,871 PERSONS.

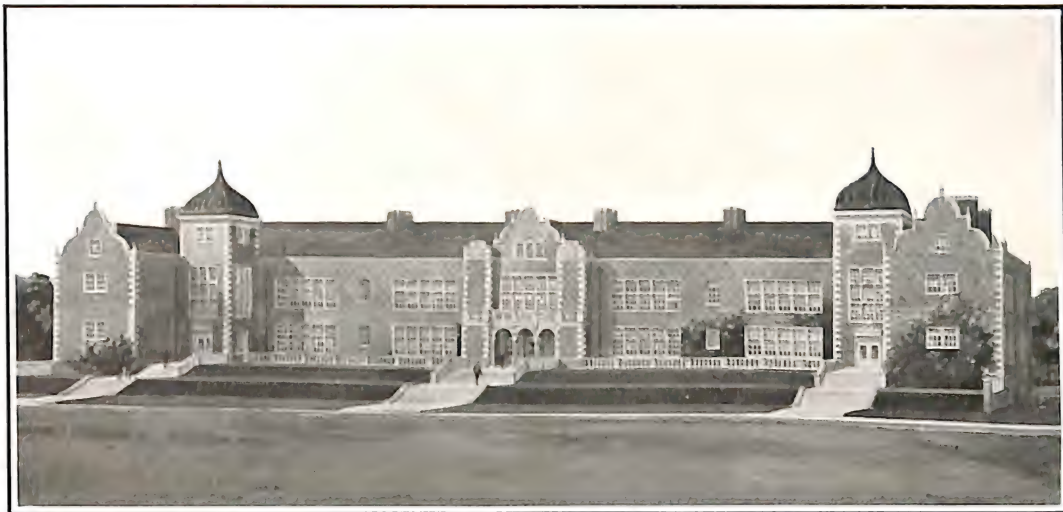
It may be argued that these figures are misleading, as Forest Park, which lies in the Western District, exists for all the people of the city. While this is partially true as regards the people living in the Central District, the number of those living in the Eastern District who are able to spend either the time or the money necessary to visit Forest Park is so small that we believe the proportion as given above is approximately correct.

We feel that there is also a pressing need for more play space in the public schools, especially in the Central and Eastern Districts.

Assuming thirty square feet as the recognized desirable recreation space per child for public schools, we find

**Need for  
More School  
Playgrounds.**      that in the Western District ten schools, or 33 per cent of the total number; in the Central District, ten schools, or 50 per cent; and in the Eastern District, twenty-seven schools, or 61 per cent of the total, have less than this minimum. Thus, in the districts where the schools should have the most recreation area per child, there the least is provided. In this connection, however, we desire to add that the present Board of Education has recognized this need and has greatly enlarged the grounds of the Fremont, the Carr, the Dessalines and the Garnett schools, and this policy will no doubt prevail in the purchase of land for all new buildings.





WILLIAM CLARKE SCHOOL.



YEATMAN HIGH SCHOOL.



BLOW SCHOOL.

TYPICAL SCHOOL BUILDINGS IN SAINT LOUIS.  
Important Features of a Civic Center.





An investigation recently undertaken in New York by the Metropolitan Park Association showed that the death-rate for children in the blocks bordering on Seward Park was 1.45 per cent, while that of the blocks directly behind—which did not have the pure light and fresh air of the others—was 2.07 per cent. In other words, there were 145 deaths in the blocks facing the park to 207 in the back blocks. If these figures are correct—and the investigation would seem to have been carefully made—small parks in crowded districts are life-saving institutions to the people living near them.

A report made in this city some three years ago—not, however, supported by statistics but based upon the statements of the police captains—shows that in the districts in which playgrounds were situated there was a very marked decrease (50 per cent) in juvenile crime in the neighborhood of the playgrounds. Looking at this statement in the light of the testimony of the President of the St. Louis Board of Police Commissioners before the Legislature in 1902—that “a great majority, probably 90 per cent, of the habitual criminals are persons who have committed their first offense against the laws while children under the age of sixteen years”—the tremendous value of the parks and playgrounds, merely as a preventive agency in minor juvenile crime, becomes obvious.

The recent catastrophe in San Francisco shows a further advantage of a large park area in the thickly built neighborhoods, both as a protection against the spread of fire and as a refuge in times of danger. If San Francisco had not had a large park as a place of safety for thousands of its homeless citizens, the suffering would have been much more intense; if the city had had a number of park places or broad boulevards in the path of the flames it is possible that the conflagration might have been checked.

From a consideration of the above figures it is obvious that the people living east of Jefferson Avenue are not receiving a fair share of the public benefits. When the vital importance to the city of the proper development of the health and morals of its citizens—and especially of its poorer citizens—is considered, it will readily be seen that merely as a provision for the social welfare, if for no other reason, a large increase in the park area east of Jefferson Avenue must

be made. Schools, parks and playgrounds, public baths and like institutions are necessary to the physical, moral and mental development of the people living in the congested districts. To deprive 48 per cent of its citizens of the full benefit of these institutions is social suicide to a community.

As an example of the inefficient, unscientific methods of "city making" of the past, the district between Seventh and Fourteenth Streets, Cass Avenue and Morgan Street is instructive. In this district there live—if, indeed, it can be called living—some 21,762 people, the average density per acre being 206.49. While

**Civic Center at  
Tenth and Carr Sts.**

these figures of congestion may seem small to one acquainted with the conditions of overcrowding in foreign cities and in some of the Eastern cities in this country, the fact remains that this is the worst "slum" district in St. Louis. The modern observer, familiar with the enlightened methods of treatment for such districts, would expect to find the streets well paved and well lighted, sanitary restrictions rigorously enforced, housing conditions carefully regulated, plumbing frequently inspected, tuberculosis and other diseases strongly controlled, and criminal conditions carefully investigated and studied. The educator would expect to find, together with the splendid new school buildings recently erected in this crowded district, an accessible public library branch, a free public lecture course, a fully equipped park and playground, and a free public bath—in short, every institution which would tend to promote the mental, moral and physical upbuilding of the people of this district. Unfortunately, only two of these institutions have thus far been provided. Throughout this section are found poorly lighted and unpaved streets, sanitation filthy beyond description, housing regulations left to the tender mercies of the rapacious landlord, plumbing rarely, if ever, inspected, the ravages of tuberculosis unchecked, crime punished but not prevented and absolutely no provisions made for public recreation.

Fortunately, the needs of this district will be partially met by the recently opened Patrick Henry School, equipped as it is with every modern educational device and adapted especially to the needs of the crowded population; and by the first free municipal bath now under construction at Tenth, between Cass Avenue and Biddle Street. But a park and playground is the crying need of this district. The lot of the children, especially in the summer time, is pitiful. Play is an absolute necessity for the healthful growth of children, yet their only







A FREE PUBLIC LECTURE AT A CHICAGO CIVIC CENTER.



playgrounds are the streets, broiling hot and dangerous because of the constantly passing traffic, or the alleys and back yards between the tenements, amid the loathsome stench of the garbage, ashes and filth of all kinds collected there in defiance of unenforced ordinances. Can this be healthful for either the physical or moral training of our future voters? Are not conditions such as these at least partly responsible for the "floaters," whose votes are bought and sold for a glass of beer on election day?

A sound public policy demands the establishment of a park in this district. Carr Park, though near by, is hardly large enough to provide

#### **A Park Greatly Needed.**

for its own immediate neighborhood. The belt of negroes between Eleventh and Thirteenth Streets separates the two districts, as do also the different nationalities, different customs, and different social conditions of the two neighborhoods. The park should be so located as to bind together the institutions now established or in course of construction there. Accordingly, we recommend that the block between Tenth, Eleventh, Carr and Biddle Streets be purchased by the city for a park. This would connect the Patrick Henry School, the Public Bath and St. Joseph's Church with the Jewish Alliance, Jefferson School, Tiphereth Israel, Sheerith S'phard, Beth Hammedrosh Haggadol, Kinyon Galilee Baptist, Congregational Union Churches, the Grace Lutheran Mission, Sisters of Notre Dame, the Fourth District Police Station, and Fire Companies Nos. 18 and 40. This would also be a splendid location for the institutions working among Italians, as this nationality is taking possession of this locality, and the former Jewish residents are rapidly moving westward towards Jefferson Avenue.

A model tenement which would provide healthful and sanitary living places and would set an example in cleanliness and decency to

#### **Public Lectures and Vacation Schools.**

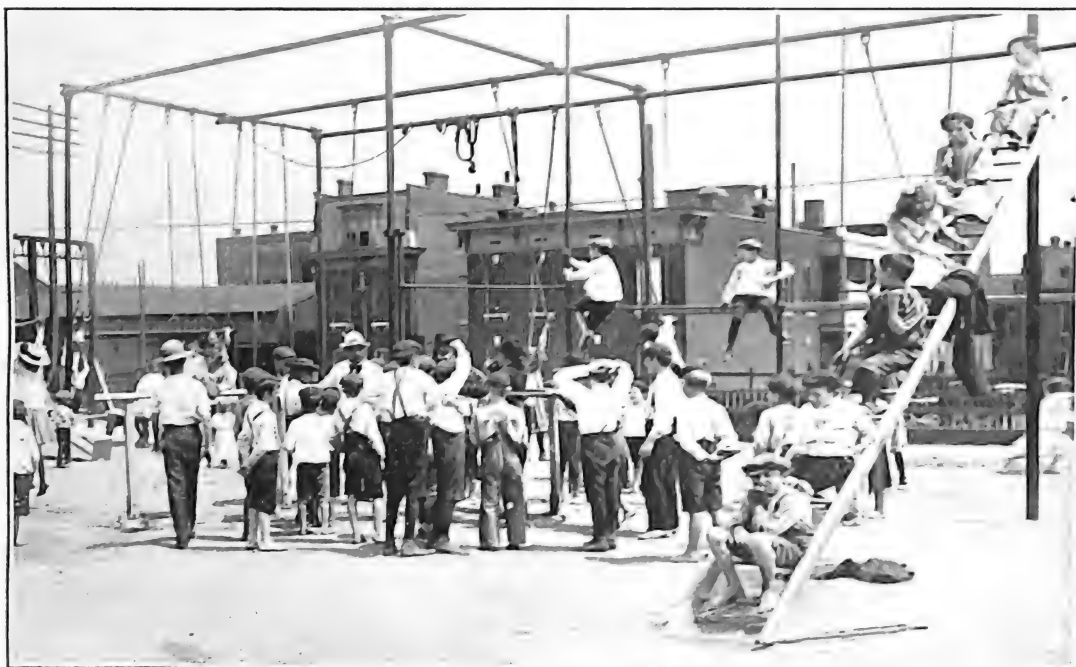
the surrounding neighborhood would be a great boon to this locality. There should be public lecture courses in the new Patrick Henry School and in the summer time a vacation school. These would supplement the regular school curriculum and would make school attractive to the Italian child, who lacks the desire for learning which possesses his Jewish neighbor, and whose interest in school matters consequently needs every stimulus. Some provision should be made for the older people in the way of recreation centers and public

lectures. The fact that the children of immigrants rapidly assimilate new customs and manners and grow daily farther and farther away from their parents is a tragedy to the individuals and a serious reflection on the community. The parents should be given a chance to develop with their children, thus binding together the home with a new tie. Furthermore, the cross-streets should be paved and kept clean, sanitary measures strictly enforced, housing conditions carefully investigated, and ordinances passed to regulate the prevalent evils. Although the nearness to the Central Library may make a branch building unadvisable here, there should be a reading room in connection with the civic center.

The district in the neighborhood of Carr Square is becoming more and more densely populated, and, consequently, its social needs are becoming constantly more pressing. The population of Carr Square this district consisted formerly of Germans, Irish and District. Americans, but within the last five years there has been a large influx of Russian Jews. The waves of immigration would seem to be sweeping the Americans gradually westward to Jefferson Avenue, the Irish and Germans to the north, and the negroes to the south and immediately east of this district. Still further east are the Italians and Poles. To one familiar with Jewish characteristics, it would be unnecessary to say that the people of this district are thrifty, well-to-do and generally law-abiding. A superficial glance at the housing conditions would seem to indicate that there is little over-crowding, but a closer investigation shows that most of the houses are cut up into furnished rooms, many of them with little or no light or ventilation, while the back yards are built up with rear tenements. The sewage system is antiquated, the plumbing defective, and yard closets, ash pits and garbage receptacles are in a filthy and unsanitary condition. The lack of privacy in the crowded tenements and the corrupting influences of factory life weaken the moral fiber of the children to a degree little realized by those unfamiliar with these conditions. Housing conditions are vitally important in the crowded districts, and demand more consideration than they have hitherto received in the interests of the public health. The back tenements shelter vicious gangs of toughs and criminals and are the breeding spots of crime.







THE NUCLEUS OF A CIVIC CENTER.  
Scenes from Mullanphy Playground.



Carr Park forms the natural center for this district. Grouped around the park, the Carr School, the Memorial Tabernacle Church, the Congregation Sharris Sphard, and the Deutsche Evangelische Kirche, form the nucleus for a much-needed civic center. A playground has been established in the park and a public bath should be built facing it. This would be a splendid location for a social settlement for work among the Jewish people. Furthermore, a reading room branch of the Public Library should be established here to serve as distributing point for this district. The Jews are bright, earnest and appreciative of any advantage given them, and they should be given every educational advantage.

An opportunity exists for the establishment of a civic center, adequate for the present needs of this district, in connection with the municipal playground at Tenth and Mullanphy Streets. The property extending along the Mullanphy Street front of the playground from Tenth to Eleventh Streets, and now under lease by the municipality, should be purchased by the city. It should also purchase the small lot on Tenth Street, now under lease, and the houses on Eleventh Street, now owned by the Mullanphy Board. In these houses there should be established a gymnasium and public bath house, a branch reading room of the Public Library and a hall for public meetings. The playground could then be enlarged by dirt filling and by the removal of the present temporary library and bath buildings to the permanent quarters.

The property recently purchased by the city for a park at Garrison Avenue and North Market Street should be provided with ball fields, gymnastic apparatus, and other equipment for the use of the older boys and younger men of the northern district of the city. This would furnish a large park easily accessible to the street cars and devoted primarily to sports for the grown-up boys. One corner of the park should be laid out as a playground for the younger children in the immediate neighborhood. There should also be erected a public bath fronting on the park, and a branch reading room of the Public Library in the near vicinity.

The abandoned water works at Bissell's Point would be an ideal site for a river-front park and playground, which could be established

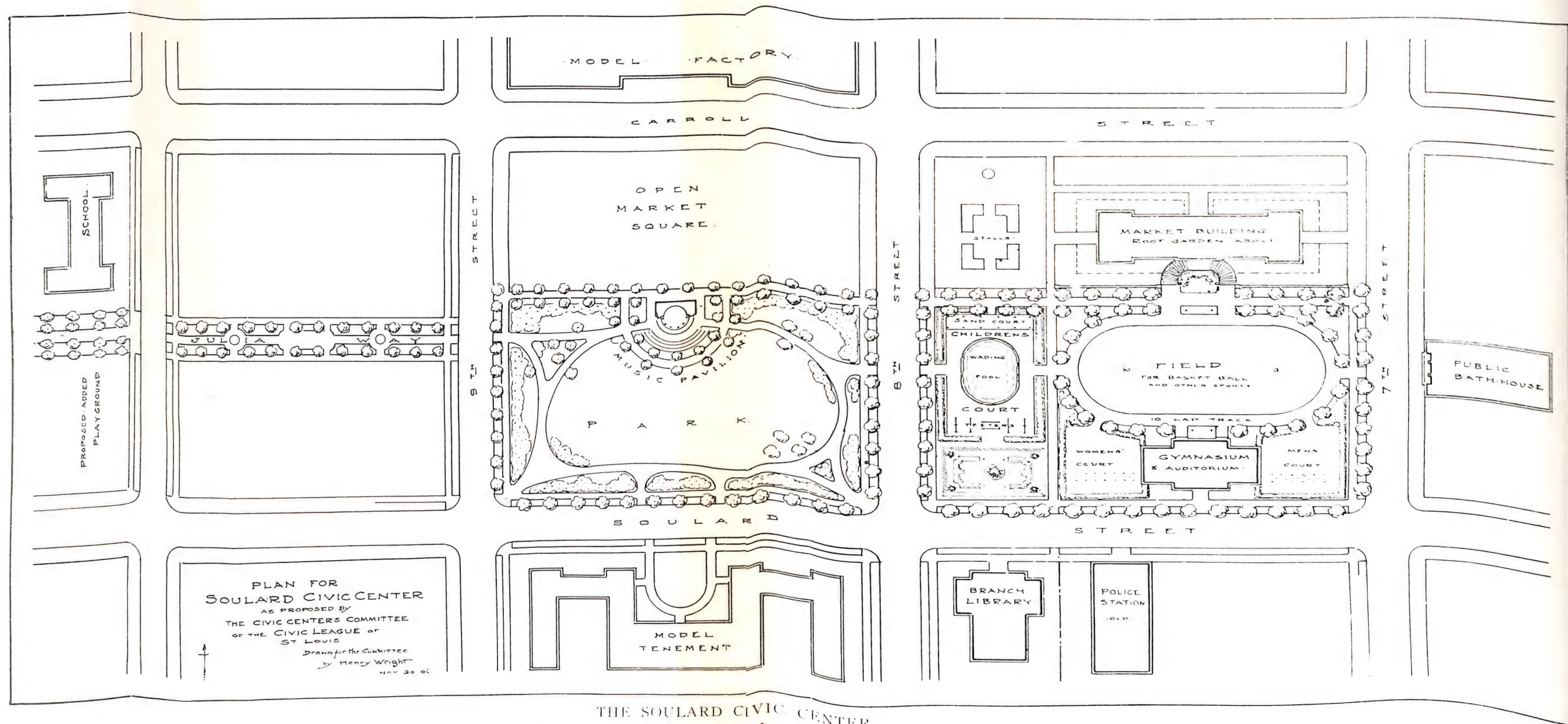
at slight cost to the city. The buildings already there could be fixed up as a gymnasium, shelter and swimming pool at a cost of less than \$4,000, and the pier jutting into the river would afford a resting place, cooled by the river breezes, for the people of that district. The swimming pool would keep the boys out of the river and would thus prevent the loss of many lives each summer. Although there are but few houses in the immediate vicinity, we are informed by residents of this district that even without any attractions many hundreds of children come here to play. It would be a short-sighted policy not to take advantage of this opportunity, especially as this park might ultimately form one of a chain of parks along the river front. We recommend, therefore, that the Municipal Assembly appropriate the sum of \$6,000 for the establishment and maintenance of a playground at Bissell's Point.

In addition to the playgrounds as above planned for the northern section of the city, there should be accommodation provided for mothers and small children in Hyde Park, Gamble Place and Jackson Place. This is necessitated by the fact that small children should not be forced to walk far or to cross crowded streets in order to get a playground. As will be seen by a glance at the map accompanying this report, a playground in each of the above-named parks would complete the system as proposed for the whole district. There should also be a reading room in each of these neighborhoods.

The nucleus of a civic center already exists in the neighborhood of St. Louis Place. A long, narrow park stretches from Maiden Lane to Hebert Street and fronting it are the Zion Church, the Blair School and the Little Sisters of the Poor Asylum. The people in the immediate proximity of the park are well-to-do, but a few blocks away there is a large settlement of poorer people who need the advantages of the recreation offered by a park and public bath. Many of their houses are old and unsanitary, and few of them have baths. Special provision should be made for the children of these poorer people, for at present they perhaps feel a little unwelcome in the more aristocratic St. Louis Place. The two small squares which are cut off from the rest of the park by the intersection of North Market and Benton Streets, and where some playground equipment was placed during the past summer, should be turned into a playground and open







THE SOULARD CIVIC CENTER.  
A Suggested Treatment Which Will Not Interfere With the Market Place.



The Soulard Civic Center

air swimming pool. One of the corners fronting on the park would make a splendid location for a branch public library building, since this would be a central distributing point, with excellent street car facilities. We would also suggest to the authorities in charge of the Asylum that by taking away the high wall surrounding it they would add greatly to the beauty of the neighborhood without in the least detracting from its privacy. A public bath should ultimately be established here for the large and growing population in this neighborhood.

When the complete system of civic centers as hereinbefore elaborated was first outlined, it was planned to establish a center in the

neighborhood of Jefferson Avenue and Dickson Street. This plan contemplated the purchase of the vacant property lying between Jefferson and Twenty-fourth, O'Fallon and Biddle Streets,

**A Playground West of Carr Square.**

for a park and playground, and the erection of a public bath and possibly a public library branch on corners facing the park. The civic group would then have comprised the park, bath and library buildings, and the Good Samaritan Hospital, the Third District Sub-Police Station, and the Physicians' and Surgeons' College, already established there. Shortly after this, however, the Municipal Assembly authorized the purchase of the property lying between Magazine and North Market Streets, Glasgow and Leffingwell Avenues for a park, and the lot which we had proposed to recommend for a park was sold and a factory is to be erected thereon. We feel, however, that a playground should be located midway between Carr Place and the new park at Glasgow Avenue and North Market Street to provide for this district, which is rapidly increasing in population. A public bath should also be located here. This district is rapidly building up, and with the westward trend of the population over-crowding is inevitable. Advantage should be taken of the opportunity to purchase a park at comparatively small expense, since the people in this district have no park within an easily accessible distance.

Another thickly populated section of the city is in the neighborhood of Soulard Market. West of the Market to Fourteenth Street is a

very densely settled region, while east of Broadway there are large numbers of tumble-down shacks, where in some cases as many as ten people live in

**Soulard Place a Civic Center.**

one room. A park is urgently needed in this district and if located as proposed would be accessible to the people living east of Broadway, as well as to the more thickly settled district.



to the west. Accordingly, the park has been chosen as the center of the proposed civic center and the buildings have been grouped about it. The institutions already established in this district may be roughly divided into two sections: the Soulard Market, the Third District Police Station and the proposed Public Bath in the eastern section, and the Carroll School, the Sued St. Louis Turn Halle, the Markham Memorial Mission, the South Side Day Nursery, the Church St. John of Nepomuk, the Skola St. Jana Nepomuk, the Skola Osady St. John of Nepomuk, and the Skola a-sin Osady St. Jana Nepomuk, in the western portion. Taking advantage of this grouping, we have divided the district into two civic centers: one for public and the other for semi-public institutions, with a splendid opportunity for uniting the two by extending the proposed park westward two blocks. The public district may be roughly divided into the district between Lafayette Avenue and Tenth Street, Marion Street and Broadway. In order to connect the different public institutions mentioned above and to provide a small park and playground so urgently needed in this district, we recommend that the two blocks bounded by Soulard, Ninth, Julia and Seventh Streets be purchased by the city for a park and playground; that Julia Street, between Seventh and Twelfth Streets, be closed; that Julia Street from Ninth to Twelfth Streets be laid out as a broad walk with a double row of trees, thus connecting the park and the church; and that the Park Department be instructed to lay out City Blocks Nos. 375 North and South, and 381 North and South in such a way as to carry out the park idea in the landscape treatment without interfering with the practical utility of the northern blocks as a public market place.

We further recommend to the Public Library Board the corner of Eighth and Soulard Streets as a desirable location for one of the branch public libraries.

We also call the attention of the Board of Education to the fact that the Carroll School, with a seating capacity of 1,035, has a net play area of but 11,400 square feet instead of the 31,050 square feet which it should have, according to the figures given in the introduction. An addition to the school area, abutting as it does on the proposed walk, would be a distinct improvement both to the school and to the neighborhood.

The semi-public district would extend westward along the same line to Twelfth Street. This district is thickly populated, the average density per acre being 210.4 and the greatest density in one block being



PLAYGROUNDS SCENES IN SAINT LOUIS.





334 per acre. The larger portion of the population are Bohemians, with the Germans next in number and a few Slavs and Hungarians. The people of this district are, as a whole, poor, self-respecting, law-abiding, ambitious for their children and thrifty. This would seem to be an ideal location for some organization which would work on broad, non-sectarian lines with lecture courses and games devoted to educational purposes. Free public lectures should be given in the schools and every effort should be made to bring the parents in contact with the same educational influences which are at work among their children. A recreation center in the school would assist in accomplishing this purpose. This would also be a good location for a model tenement, which would serve as a model in cleanliness and sanitation to the people in their homes. We can recommend this district especially to institutions working for the broad, constructive, educational up-building of character among the poorer classes. The needs and desires of these people would seem to furnish a soil peculiarly adapted to educational purposes, and the seeds of education sown here would reap a rich harvest in the development of right-minded, high-thinking American citizens.

A playground is urgently needed in Lyon Park, as there are thousands of children living near by who have no place for play.

The streets are rendered especially dangerous here by the **Lyon Park.** traffic to and from the big breweries. A part of the park is well adapted to playground purposes. We recommend, therefore, that a playground be established in Lyon Park.

Between the proposed Soulard Market Park and Lyon Park there is a thickly settled district, composed almost entirely of the families of the workmen in the breweries and factories near by. These people must be given an opportunity for a breath of fresh air in the evenings after their confining day's work, and their children must have a place in which to play. There is an opportunity for the establishment of a civic center in the neighborhood of Ninth and Ann Streets at a comparatively small cost. A new and beautiful school building is being erected on the northeast corner. On the southwest corner there is a block of vacant ground, the only large piece of property in the whole district which is not built upon. This block should be purchased immediately for a park and playground. A public

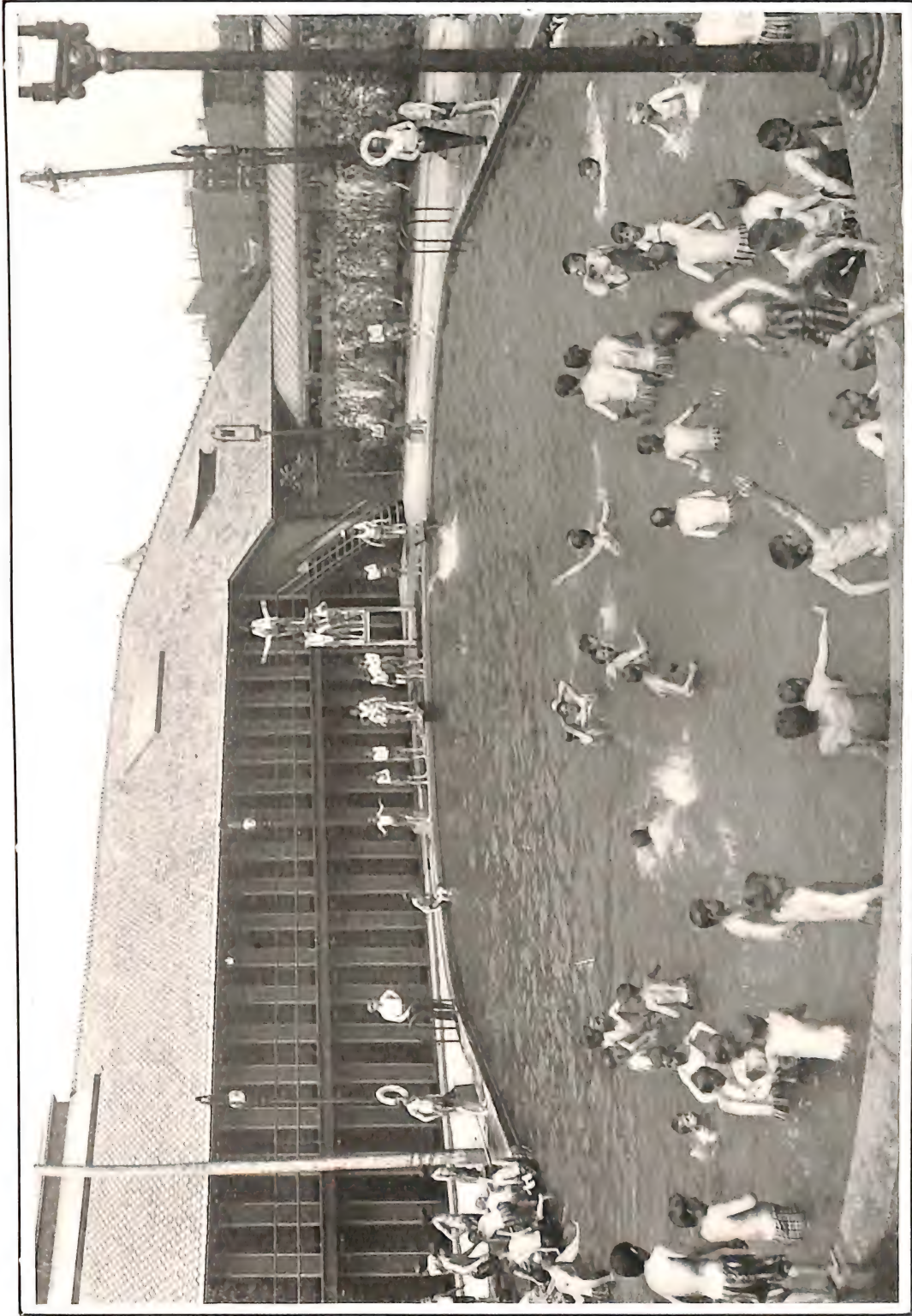


bath should then be built fronting on the park and near the new school building now under construction.

Lafayette Park, from an æsthetic standpoint, is a worthy setting for beautiful buildings, whether public or private, and since the majority of the people living in this neighborhood are well-to-do, it would seem a more appropriate location for churches, clubs, or social organizations, than for public baths or social settlements. We recommend, however, that a playground be established in or near the park, as the children have little or no open space for play in this neighborhood. As for the rest, the upbuilding of this district should come from private initiative and by private institutions.

A large park is needed in the central southern district of the city as a ball field and gymnasium for the older boys and young men of the South Side. This Park should be located near Jefferson Avenue and on an east and west car line. The park should be laid out with base-ball and foot-ball fields, running track and open-air gymnasium. As this district becomes more thickly settled, a portion of the park should be laid out as a playground for the younger children living near by. A public bath should also be located here.

Carnegie Place is a striking example of the wastefulness of the old park methods. The grass of Benton Park near by, which should have been preserved to complete the harmonious treatment of the rest of the park, has been killed by allowing the children to play on it, while Carnegie Place, splendidly adapted to playground purposes, has been, until the present summer, carefully locked up and the children excluded. This policy should be reversed and a permanent playground should be established in Carnegie Place, while Benton Park should be devoted to purely park purposes. A public bath should ultimately be established near by, and possibly a branch reading room of the public library, to be operated in connection with the Barr branch on Jefferson and Lafayette Avenues. The present needs of this district are not pressing, since there is no over-crowding here and the people are well-to-do. As a provision for the future growth of this district, however, the above recommendations should be carried out as soon as practicable.



TYPICAL SWIMMING POOL.  
One of the Interesting Features of Chicago Civic Centers.





We have no recommendations to make as regards the extreme northern and extreme southern portions of the city. We feel that the more needed improvements in the central district should and must be attended to first.

**Northern and Southern Districts.** As regards parks, the district north of the suggested Bissell's Point playground is within easy distance of O'Fallon Park, while on the south side, Laclede Park, Dakota Park, South Market Park, Carondelet Park and South St. Louis Place are sufficient for present needs. With the growth of the city and the increasing density of population more parks will be needed in these districts, but the present needs are not pressing. The same thing applies to public baths, though there should be at least one public bath in both the extreme northern and the extreme southern districts. There should be, and undoubtedly there will be, a public library branch in each of these districts to serve as a distributing point for the district. We, however, prefer not to make specific recommendations for these districts, since we feel that the attention of the municipal authorities should be given to the immediate demands of the central down-town district.

In conclusion, a brief exposition of the general principles underlying the selection of location for the various institutions proposed, and a brief outline of the completed plan of civic centers, **Conclusions.** as suggested above, might be appropriate. In the first place, it was felt that the small park was the most needed of the various institutions considered, in view of the local conditions. A study of the statistics given in the first part of this report show that the greatest need for small parks existed in the district lying between Grand Avenue on the north and west, Osceola Street on the south and the Mississippi River on the east. It was then necessary to map out an ideal system of small parks, and especially of playgrounds, since it was felt that in a crowded residence district a playground was more valuable than a park, on the theory that the health and morals of the people are of more importance than the precarious existence of a few blades of grass.

An article by Mr. Joseph Lee, a recognized authority on playground matters, gives the effective radius of a playground as follows: 1. For children in arms, one-fourth mile. 2. For children under six who can walk, one-fourth mile, not crossing an electric car or railroad track. 3. For children six to twelve, one-half mile. 4. For children twelve to

**Principle of Selection.**



seventeen who can not afford car fares, three-fourth miles. 5. Ball fields for the bigger boys and men, a mile of walking and a five-cent fare.

Adapting the above general principles to existing conditions in St. Louis, we suggest that the park at Leffingwell, Garrison, Benton and Madison Streets, on the north, and the proposed park in the neighborhood of Jefferson Avenue and Shenandoah Avenue on the south, be laid out in base-ball and foot-ball fields, equipped with gymnastic apparatus and be devoted primarily to the use of the young men and older boys in the northern and southern districts respectively. One corner of each park should be laid out as a playground for the younger children and the parents living in the immediate neighborhood. This would provide for all the land mentioned by Mr. Lee, and would be the only large parks needed in the entire district under consideration. For the fourth class, the children between twelve and seventeen, provision should be made in addition at Tenth and Carr Streets, the Mullanphy playground and Hyde Park on the north side, and at Soular Park, Carnegie Place, Laclede Park and Lyon Park on the south side. For the first, second and third classes, the mothers, babies in arms, children under six, and children from six to twelve, provision should be made at all the parks mentioned above and also at Carr Park, Marion Place, St. Louis Place, Twenty-first and Dickson Streets, Gamble Place on the north, and at Lafayette Park and Twelfth Street and Shenandoah Avenue on the south side. This would provide a playground within a reasonable distance for every man, woman and child in the crowded residence districts of the city. The map at the close of the report shows the complete system as outlined.

As regards public baths, we have recommended six on the north side and four on the south side. In addition there should be floating baths on the river. The Public Library branches as planned comprise four in the district under consideration, which, with the branches in the extreme northern and extreme southern districts, and the one in the west end, make the number proposed to be erected. There should also be reading rooms to supplement the branch buildings and we have recommended eight locations for this purpose. We have also recommended locations for two model tenements and three social settlements. We trust that these suggestions will be taken in the spirit in which they are offered by the various Boards of Directors in charge of the institutions named, since our only purpose has been to point out the ad-

#### **Libraries and Public Baths.**

vantages of placing these institutions near together and suggesting a practical way of obtaining these advantages.

The Committee, when it first undertook the investigations embodied in this report, was animated by a theoretical belief in the value of civic centers, and by an ill-defined feeling that such institu-

**After-Word.** tions would tend towards the development of better citizenship. A more careful study of existing conditions, however, has convinced us that these institutions are absolutely essential factors in the wholesome development of a large city of today. The indiscriminate herding together of large masses of human beings ignorant of the simplest laws of sanitation, the evils of child labor, the corruption in political life, and, above all, the weakening of the ties which bind together the home—these are dangers which strike at the very roots of society. To combat them the government must employ every resource in its power. Schools and libraries, playgrounds and public baths, by developing their minds, training their bodies and up-building the character of a people, furnish the foundation upon which a nation's welfare depends. Self-preservation is a law of nature for nations as well as individuals, and upon the character of its people depends the preservation of the State.

## CIVIC CENTERS COMMITTEE.

DWIGHT F. DAVIS, *Chairman*.

MRS. PHILIP N. MOORE.

FREDERICK G. ZEIBIG.

HENRY WRIGHT.



# Inner and Outer Parks and Boulevards

---

## A COMPLETE SYSTEM CONNECTING EXISTING PARKS AND FOREST RESERVATIONS IN THE COUNTY

**N**O factor in municipal improvements plays a more important part in the proper physical and moral development of a city's population than an adequate park area and a well-arranged and well-equipped park system. The future citizenship of our populous centers depends in a great measure upon the healthful, refreshing and uplifting influences which we throw about them in the form of recreation facilities and the beauties of natural scenery. While parks are of inestimable value in making a city inviting to desirable residents and visitors, furnishing pleasant drives to those who can afford these luxuries, adding to the value of real estate, and promoting the general prosperity, these are matters of small consideration when compared to the imperative necessity of supplying the great mass of the people with some means of recreation to relieve the unnatural surroundings in crowded cities.

An extensive park and parkway system is all the more important in an inland city like St. Louis, which is situated far from the invigorating effects of the lake or ocean breezes and the natural attractiveness of a broad water-front. What **Parks in** the inland city lacks in these natural features it must **Inland Cities.** make up in beautiful parks and drives. The desire for out-door life is rapidly increasing among our people. In this climate for six months of the year it is possible to live much out of doors. This out-door life must be made more and more attractive as our population increases, which means that parks, playgrounds and parkways must be generously provided by the municipality.

St. Louis today has a total park area of 2,286 acres, including in all twenty-four different parks or squares. Of this area 1,718 acres are comprehended in the three larger parks, Carondelet, Forest and O'Fallon Parks. So far as actual park **St. Louis Park** area is concerned St. Louis today holds its rank **Area.** among the first cities of the country, but it is seriously lacking in a well-defined and well-connected system. The various parks are isolated and unconnected. They are known and used only



THE TERMINUS OF THE KINGSHIGHWAY (SOUTH) AT CALDWELL STREET.

Six Acres of Land will here be Purchased for Park Purposes.





by the people in their particular section of the city. Few of our citizens ever visit Carondelet Park, although it is a place of rare beauty and attractiveness, because for vehicles there is no adequate approach and the street car line is three blocks from the entrance. Benton Park, a breathing spot of strikingly natural beauty is practically unknown to the citizens of the west end and north St. Louis.

Visitors get only a disconnected impression of the attractive features of this city. In the course of a half-day's drive they see the natural beauty of Forest Park, the stateliness of private residences in the west end, and the dignity of some of the large business blocks, but these images are greatly marred by the unattractive streets over which they are compelled to drive in order to see these unrelated points of beauty. St. Louis, located as it is in the bend of the river and spreading fan-shaped to the west, lends itself admirably to the adoption of a well-defined park and boulevard plan.

With these points in view we have outlined two parallel and connecting boulevards and parkways encircling the city and uniting all of the existing parks within the city limits, a thoroughfare in the county, and also a chain of outer parks connected by improved highways. The first is Kingshighway, for which provision is already made; the second, a boulevard along the DesPeres River and encircling the city to the north parallel to Kingshighway and the city limits; the third, a broad north and south thoroughfare in the county parallel with city limits and connecting the suburban towns; the fourth, an outer belt park system in St. Louis County similar to the Metropolitan Park System of Boston and the recently adopted Chicago outer belt park plan.

**A Complete  
System Outlined.**

### THE KINGSHIGHWAY

The Kingshighway was outlined some four years ago, the money has been appropriated and the plans for its construction, which have followed closely the original report of the Kingshighway Commission, are practically completed. In this report only a summary of that able and exhaustive plan need be given. This will be in the form of an outline of the boulevard as it is actually planned by the Street Department.



Kingshighway will begin at the foot of Caldwell Street, just south of the former residence of the late Charles P. Chouteau, now known as the Altenheim, and encircle the city by way of the three large parks to the Chain of Rocks on the north.

**Kingshighway Southeast.** At the foot of Caldwell Street six acres, or three blocks of ground having a frontage of about 1,000 feet on the river bluff, will be purchased. This will furnish a pleasant recreation area overlooking the broad Mississippi, and will command a magnificent view up and down the river. From this bluff park the course of the boulevard will lead across Broadway on a viaduct westwardly along Caldwell Street, widened to 130 feet, to Grand Avenue; thence south along Grand Avenue to Carondelet Park. Grand Avenue is to be widened to 120 feet. Kansas Avenue, the northern boundary of Carondelet Park and the route of the boulevard west, is to be widened to 100 feet, and a building line of fifteen feet is established.

At the northwest corner of Carondelet Park is a strip of thirty acres, containing a beautiful natural lake. This strip will be purchased and made a part of Carondelet Park. From Carondelet Park the boulevard will follow Kansas Avenue along the entire north line of the park and west to Carlsbad Avenue; from this point it will extend northwestwardly across Gravois Road at Schoenlau's Grove to Kingshighway just south of Southampton; from Carlsbad Avenue to Kingshighway the boulevard will follow a deep-wooded valley. Twelve acres of land skirting the stream will be purchased and treated as a continuous park about a mile in length. So far as possible the natural growth of trees will be retained.

From Nottingham Avenue north to Forest Park the parkway will follow the Kingshighway, which is, for the entire distance, 100 feet in width. From Devonshire Avenue to Old Man-

**Kingshighway West.** chester Road Kingshighway is occupied by street railway tracks. Since these tracks are permanent the boulevard will be widened sufficiently to have a roadway forty feet on each side, thirty-six feet space for the tracks, and room for a row of trees on either side separating the track space from the roadway.

To break the monotony of a long straight drive from Forest Park to Nottingham Avenue, it is hoped that the forty-six acres of land owned by the Christy Fire Clay Company, situated between Pernod Road and Nottingham Avenue on the east side of Kingshighway, will

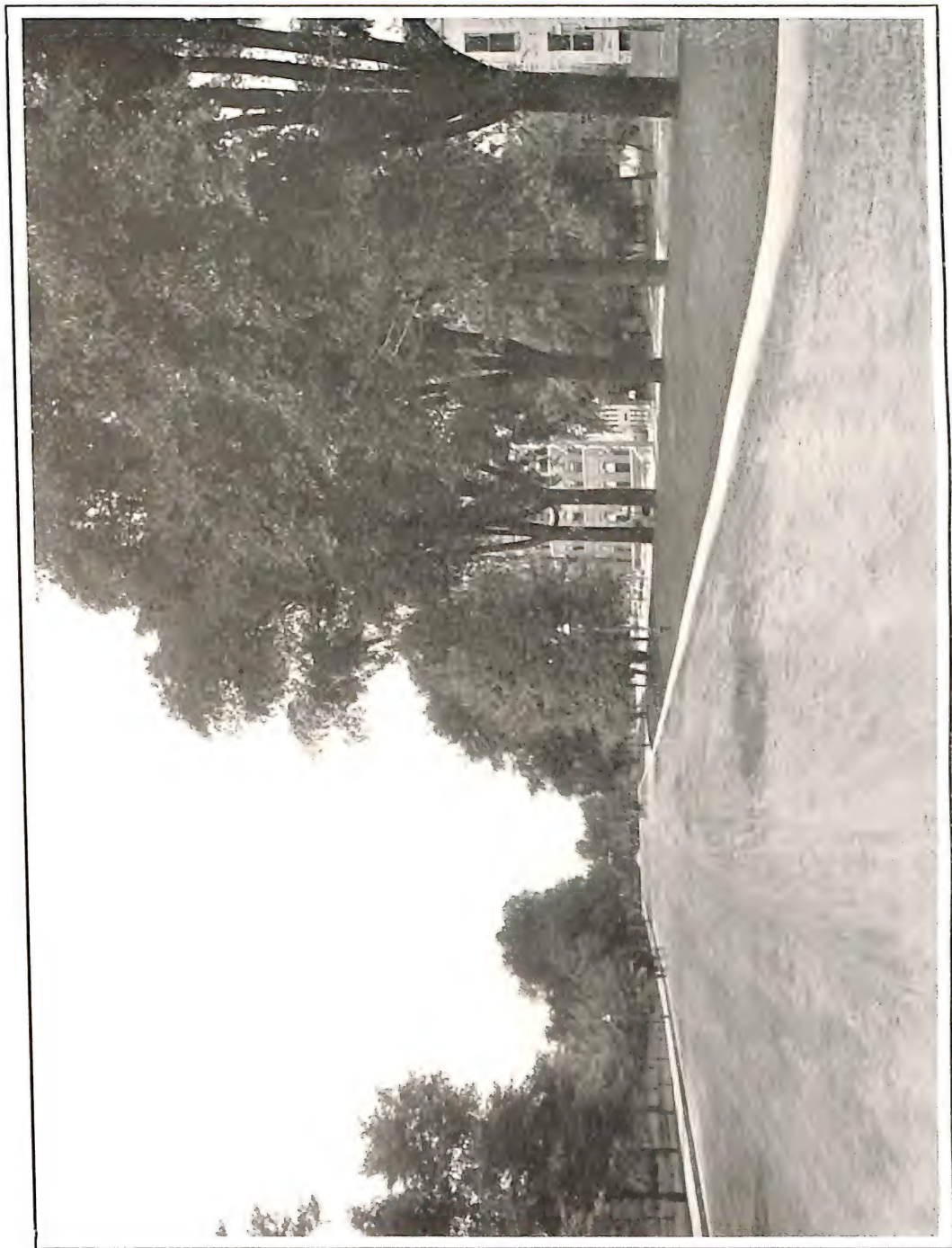


# The Kingshighway









KINGSHIGHWAY ALONG EASTERN BOUNDARY OF FOREST PARK.

Already Developed as a Boulevard.





be donated to the city. It is from one to twenty feet below the grade of Kingshighway and is rugged and broken. If properly treated it would add greatly to the beauty of the drive, and serve as a local park in a section not now provided for.

Along this section of the boulevard is Tower Grove Park. At its western end the park is reached from Kingshighway by an insignificant entrance entirely out of harmony with its future importance. A strip of land 260 feet in width now lying between the park and the proposed boulevard will be acquired and made a part of the park from Arsenal to Old Manchester Road. This will permit extensive park treatment and give a dignified entrance to Tower Grove Park from either direction. In order to complete this entrance to the park the narrow strip intervening between the park and Magnolia should be purchased by the city.

The land on both sides of the Missouri Pacific and the Frisco Railways is now and will hereafter be extensively used for manufacturing purposes, and it will therefore be necessary to construct in time a viaduct to cross the railways and streets that will be required for general traffic. This structure will be of stone or concrete, and will reach from McRee Avenue on the south to Swan Avenue on the north.

Along the eastern line of Forest Park the arrangement of park drive, planting space and service street is excellent and will require no change. The present improvement has produced a stately avenue enhanced in interest by leaving the park planting sufficiently open to permit of distant views into the park. The two turns in the park drive will in time be improved by some monumental structures, fitting statues or fountains centering on the driveway in each direction.

From the northeast corner of Forest Park to Easton Avenue, Kingshighway is fully improved with an asphalt roadway sixty feet wide, sidewalks eight feet wide, and grass plots twelve feet wide. As valuable buildings are already erected on both sides no change is contemplated in this district, except the removal of telephone poles, the planting of trees and the rearrangement of sidewalks where irregularities exist. If the street car tracks on Kingshighway from McPherson Avenue to Portland Place can be moved to some other street—which seems entirely feasible—a serious blemish will thus be removed from this wide thoroughfare.



From Easton Avenue northwardly to Natural Bridge Road the land on either side of Kingshighway is nearly all vacant, and the land required for widening Kingshighway at this place will be taken from both sides. This section of Kingshighway will be improved by building two driveways separated by a park strip about forty feet in width and by restricting buildings and traffic. The adoption of this treatment will make it possible to locate a handsome statue or a fountain on the park strip north of Easton Avenue in a straight line with the continuation of the center line of Kingshighway south of Easton Avenue. As Kingshighway makes a sharp angle at Easton Avenue the change in width will be effective and the four lines of trees will give an excellent background of foliage for a monumental structure.

**North From  
Easton Avenue.**

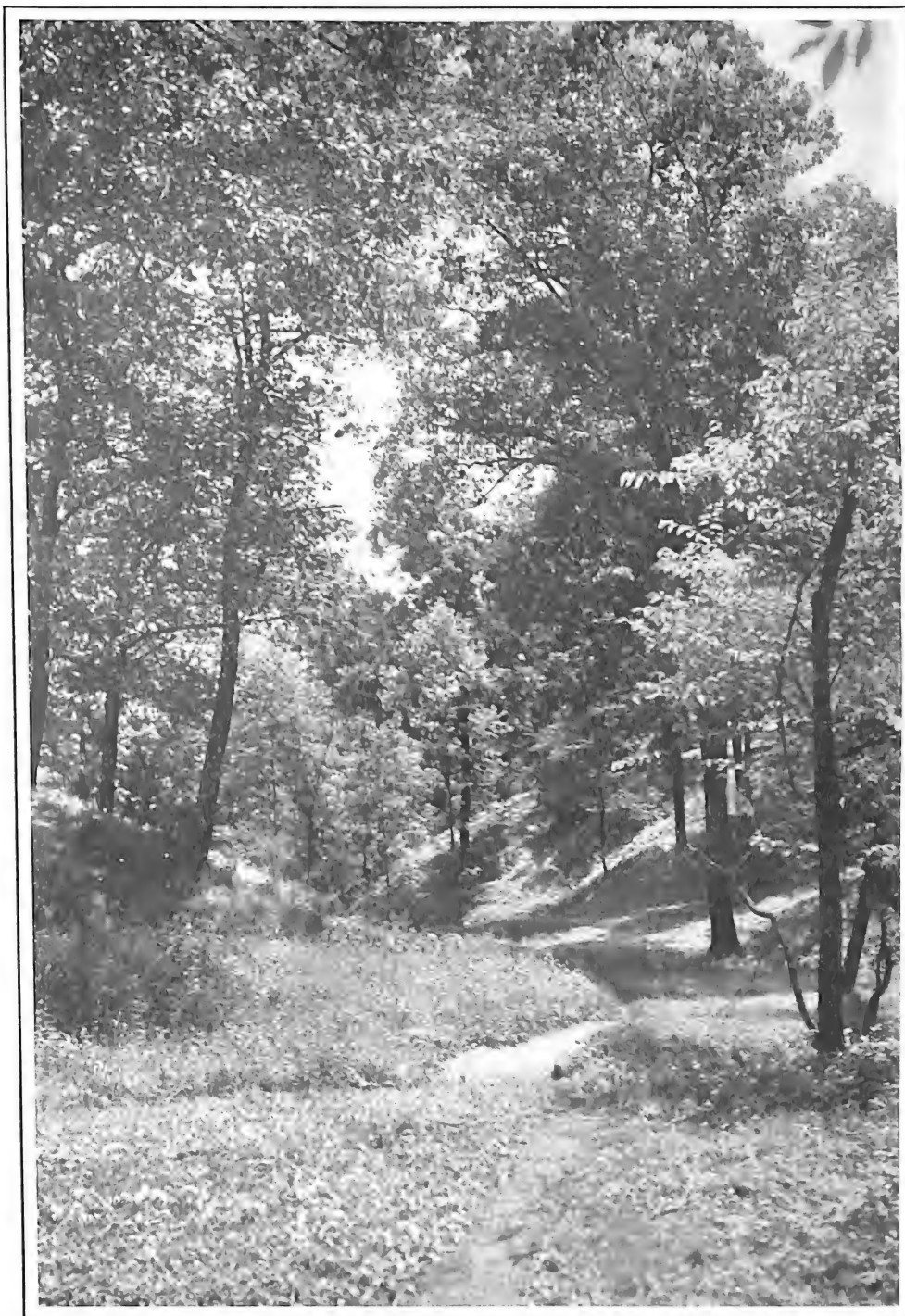
From Natural Bridge Road to Penrose Street the boulevard will be widened from 100 feet to 164 feet. In this section there will be a pleasure driveway down the middle of the boulevard, with service driveways on either side and separated from the pleasure thoroughfares by park strips.

Beyond Penrose Street the boulevard will open into a parkway. There is a picturesque tract of land at this point, and it is planned to take fifty acres for park purposes. There will be a lake in its midst, and around this the boulevard will be divided, one part running toward O'Fallon Park and the other continuing toward the county line and Chain of Rocks.

The section that swings down toward O'Fallon Park will be treated variously. A park stretch will be laid out between the entrance to this small park and Euclid and Marcus Avenues. From Marcus to Newstead Avenue, along Bircher Street, there will be a triple system of driveways, one of them being for pleasure and the others for service. From this point to the entrance of O'Fallon Park the treatment will be uniform, with the exception of tree-planting between the sidewalks and the curb lines.

**O'Fallon Park  
Section.**

The other branch of the boulevard, from the small park to be located beyond Penrose Street, will extend to Calvary Avenue and then cross Geraldine Avenue to Bernays Avenue. From Bernays to Thrush Avenue the system will pass through unplatted property and will be 100 feet wide, the roadway being fifty feet wide and the sidewalks twenty-five. This is a rough stretch of ground and elaborate park work is planned.



RAVINE IN O'FALLON PARK.





Entering Thekla Avenue at Thrush and continuing through to Partridge Avenue, the boulevard will become one of the most beautiful of its kind in the country. Along this thoroughfare it will be 160 feet wide and have two service driveways, with a pleasure drive in the center. At the intersection of Thekla and Partridge Avenues the boulevard will turn towards the city limits, follow the highlands skirting Calvary Cemetery to the Tracy Road, thence continuing in a northerly direction on curved lines to the bluffs on the Mississippi River, and following the crest of the bluffs for four and one-half miles to the Chain of Rocks.

A portion of the route will be outside of the city limits, where the powers of the city to condemn a right-of-way are restricted, but, fortunately, the property owners along the route have indicated a willingness to donate the greater portion of land for this purpose.

If in time the city desires to acquire the eastern or wooded portion of the Fair Grounds, a connecting drive can be established between the Fair Grounds and the Bircher Road drive.

**The Fair Grounds.** This portion of the Fair Grounds would be a valuable addition to the park area and the boulevard extension would furnish a connection between the park system and Grand Avenue.

The completion of this magnificent parkway from river to river, a distance of nineteen miles, tying together its great parks and the residential section, will return to the city and the abutting land owners many times its cost in the increase of property values, as well as in the pleasure of the citizens in its use, and will become an enduring monument to the energy and civic pride of St. Louis.

#### RIVER SIDE DRIVE

In the plans thus far presented only three small areas of the magnificent river-front have been included: the bluffs at Caldwell Street, the Chain of Rocks on the north, and Bissell's Point

**A Beautiful Bluff** at the foot of Grand Avenue. We believe that no **Drive.** comprehensive plan for park development should

fail to include some portion of the ten miles of water-front, particularly in the southern portion of the city. From President Street, just north of the Marine Hospital for a distance of a mile or more south to Caldwell Street, is a range of bluffs which are susceptible of almost unlimited improvement as a beautiful drive



and parkway. They are composed of solid walls of limestone from twenty to forty feet above the tracks of the Iron Mountain Railroad which skirts the river to the south. The tops of these bluffs afford a superb view of the Cahokia Bottoms, the distant hills on the Illinois side, and a sweep of the river both north and south. At the present time these bluffs are either being scooped off for brick, quarried for stone, or are practically unoccupied. From President Street south to Caldwell Street the only buildings of any permanency which would interfere with the development of a riverside drive are the residences just north of Caldwell Street, the Altenheim and the City Work House. In order to avoid the residences and the Altenheim, a slight deviation could be made to the west of South Broadway. In the case of the Work House, this property already belonging to the city, should, in time, become a small park and the Work House should be removed to some other locality.

In order to connect the north and south driveway recommended by the Street Committee with the Kingshighway terminus at Caldwell Street, and give to the city what it long ago should have secured—a beautiful riverside drive—we recommend that the city condemn and purchase a strip of land along the river bluffs 200 to 300 feet wide, extending from the foot of President Street to the terminus of the Kingshighway at Caldwell Street, and in time develop along this route a wide thoroughfare lined with trees on the west and open on the east to an unobstructed view of the river. On the east side of this driveway should be constructed a cement or gravel sidewalk twelve to fifteen feet in width. This parkway would serve for all time as a broad promenade for pedestrians and an open plaza for the residents of that portion of the city.

Between President and Winnebago Streets and extending almost to the river-front is the United States Marine Hospital site, occupying some fifteen acres of ground, well adapted and located for park purposes. In time the Government might be induced to transfer the Hospital site to the city. To this should be added the strip of land on the north between the hospital grounds and President Street, and the strip to the east between the Government property and the edge of the bluffs. This area of about forty acres would not only supply an admirable river-front park to a section of the city where it is much needed, but also furnish a fitting junction between the riverside drive



ROUTE OF RIVERSIDE DRIVE.  
On Bluffs Near Caldwell Street Overlooking the Mississippi.





and the north and south boulevard. The Work House site, with an area of about five acres, should also be made a small river-front park, which would furnish an interesting break in the parkway from President Street to Caldwell Street.

This connecting riverside drive, furnishing a more picturesque view than any equal area in the entire city, can be secured at the present time for a comparatively reasonable sum. If its purchase is postponed many years permanent residences will either be built along the bluffs or they will be ruined by brick-makers or stone quarries. St. Louis has an opportunity in this instance similar to that of New York, some years ago, when the route of the Riverside Drive was occupied by shanties and dilapidated residences. New York was far-sighted enough to secure at a nominal cost these sloping bluffs as a park and parkway for the people. Today one of the important sights in the great metropolis is the famous Riverside Drive along the bluffs overlooking the Hudson and commanding a splendid view of the beautiful palisades on the Jersey shore.



RIVERSIDE DRIVE, NEW YORK.

Saint Louis Still has the Opportunity for a Similar Drive.



When we recall Paris, with its quays, tree-lined and extending the full length of the city along each bank of the River Seine; London, with its Victoria Embankment; Budapest with its broad promenades, palatial public buildings and frequent park spaces facing and fringing the Danube; **River Front Treatment in Other Cities.** Chicago with its famous Sheridan Drive; Duluth with its splendid Boulevard Drive skirting Lake Superior, and the contemplated water-front improvements in Cleveland, Detroit, Kansas City, Memphis and a score of smaller cities, we are inclined to urge especially the early acquirement by the city of this portion of our long neglected but beautiful and splendid river-front.

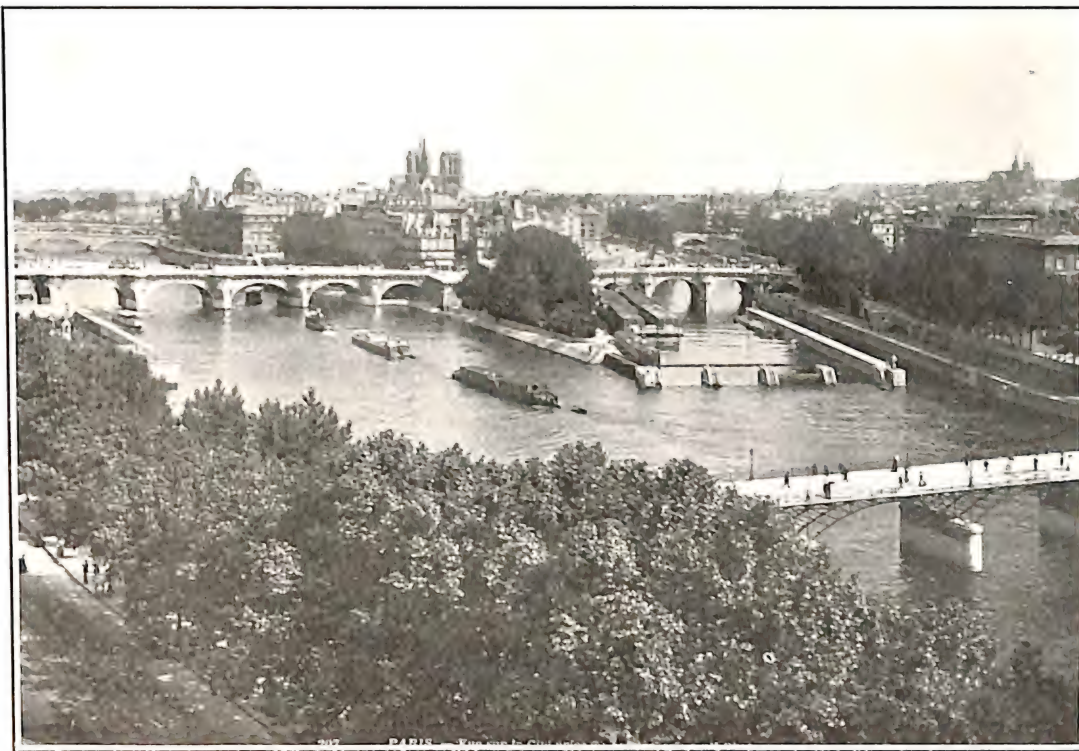
### THE DES PERES BOULEVARD

The second encircling boulevard projected by the Committee has both an æsthetic and utilitarian motive.

For many years the meandering River DesPeres has been a vexing engineering problem to the Park, Street and Sewer Departments, and a menace to the health of people living along its banks. During heavy storms it rises from twelve to fifteen feet and floods a considerable area on either bank, causing damage to park land, fields and factories. The high waters in the River DesPeres are in part due to the extreme crookedness of the stream's course. It measures about sixteen and one-half miles along the present course from the north side of Forest Park to its mouth at the Mississippi River, but it can easily be straightened and reduced to nine and one-half miles in length. The straightening of the stream would increase the velocity of the water, lower the height of the flood line and greatly reduce the damages caused by overflows. So long as the stream is allowed to pursue its present meandering course it is useless to spend money for ornamentation along the river in Forest Park, because these constantly recurring floods will destroy all efforts to make the banks of the stream artistic.

Furthermore, the rapidly increasing urban population immediately beyond the city limits and the surface drainage from these suburban villages have made the River DesPeres nothing less than a foul-smelling open sewer. As the suburban area increases and the southwestern district along the east side of the DesPeres is subdivided and becomes the home of thousands of small property owners, it will become absolutely imperative that the city take some steps to care for the large amount of sewage coming from the county.

### **Better Drainage Along Des Peres.**



THE SEINE, PARIS.



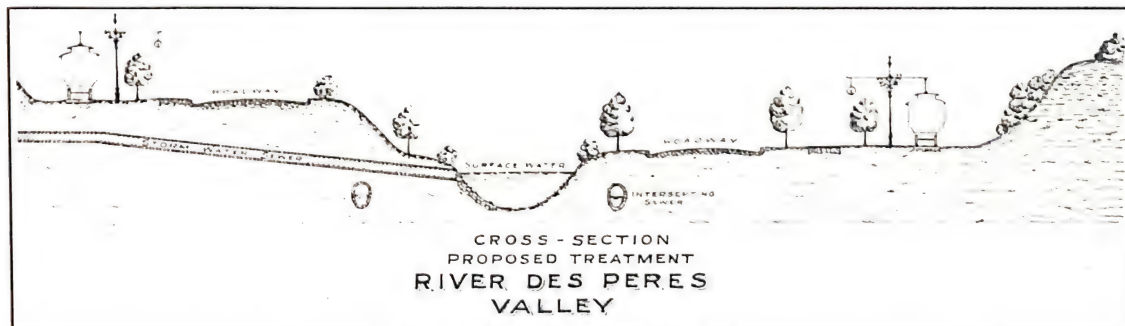
FRANKFORT, GERMANY.

RIVER FRONT TREATMENT IN EUROPEAN CITIES.





According to the plans now being developed by the Sewer Department, the Board of Public Improvements will be requested to authorize a partial straightening of the stream, and the construction of a sewer from Forest Park along and to one side of the new river bed to the Mississippi River, a distance of about eight miles. The DesPeres River would then be used only as a flood basin. In connection with this extensive sewer construction the city should condemn a strip of land 300 to 500 feet wide the full length of the river and establish a parkway along each side of the projected channel extending from McCausland Avenue southwest to Grand Avenue in Carondelet. Provision should be made also for single street car tracks well protected by shrubbery on either side of the stream. The sloping banks of the river should be sodded and



BROAD DRIVES, WITH STREET-CAR LINES ON EITHER SIDE.

ornamented with trees and shrubs. At frequent intervals a foot bridge, and now and then a stone bridge for vehicles, should span the open basin. At three or four points along the boulevard tracts of land fifty to one hundred acres in area should be secured by private donation or by condemnation proceedings and developed into park land. These small parks along the course of the stream would furnish a diversity from the otherwise long straight driveway.

From a point in the vicinity of Grand Avenue in Carondelet the direction of the boulevard could be changed to the southeast and extended along Telegraph Road to Jefferson Barracks, thus completing a splendid driveway ten miles in length and through a section of the city which is destined in time to be a residential district.

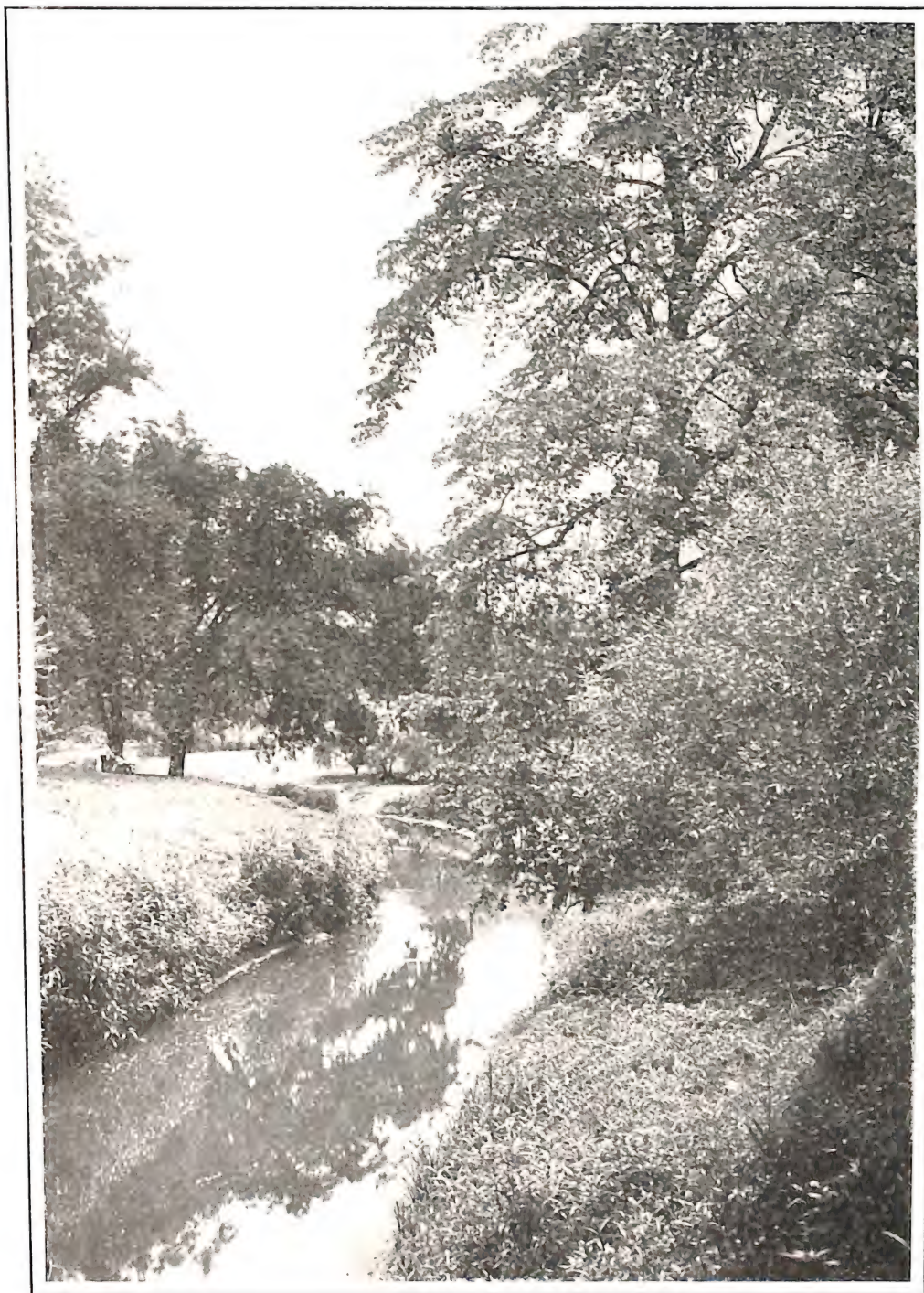
If the plans for this improvement are completed at an early date much of the land necessary for the boulevard and drainage system can



be secured by private donation, since most of it is owned in large tracts. That which is not donated can be condemned, and in the assessment of damages and benefits, the benefits would, in all probability, exceed the damages sufficiently to pay for the land taken. The establishment of the DesPeres Boulevard would enhance five-fold the value of the real estate in the vicinity of the driveway, and in a few years the increase in taxes received from that portion of the city will have paid for the entire improvement.

In order to complete the park and parkway system within the city limits, and furnish an easy approach to Washington University, which is to be the center of culture for the city, and to supply the rapidly growing sections in the vicinity of DeHodiamont and Wellston with a connecting parkway, we would recommend the extension of the DesPeres Boulevard from its junction with McCausland Avenue north along that avenue to the southwest corner of Forest Park, thence along Skinker Road and the west boundary of Forest Park to Waterman Avenue, east along Waterman Avenue to Goodfellow Avenue, thence north along Goodfellow Avenue to the Natural Bridge Road. From this point it should be projected in a northeasterly direction across the district yet undeveloped until it strikes the western branch of the Kingshighway in the vicinity of Tracy Road. Goodfellow Avenue is selected as the course for the boulevard because it is already platted and permanent bridges have been constructed. It is also free from street car tracks, and, since it is unimproved over a greater portion of the route, it can easily be widened to one hundred feet or more and properly ornamented with trees and shrubbery.

These two connecting boulevard systems within the city—the Kingshighway extending from the Chain of Rocks to Carondelet Park and the river, and the DesPeres Boulevard reaching from Calvary Cemetery and the Tracy Road to Jefferson Barracks—will give to this city a parkway system unsurpassed in variety and beauty of scenery by any city in the Union, with the possible exception of Boston. The total length of the drives and parkways would be about thirty-five miles. When we stop to consider that Boston has twenty-three miles of parkway already completed, Chicago twenty-nine miles, Kansas City twenty-five miles, and some twenty other American cities are projecting extensive systems, this comprehensive plan for St. Louis does not appear too ambitious.



RIVER DES PERES IN FOREST PARK.  
Should be Improved and Adapted to Rowing.





## OUTER PARKS AND THOROUGHFARES

Thirty years ago the city limits were 600 feet west of Grand Avenue, and there were only scattered groups of residences west of that avenue.

**Rapid Growth of St. Louis.** The population then was less than 300,000. In the three decades since that time the city limits have been pushed four miles further west and the population has increased 400,000, or 133 per cent. If the same rate of increase in population continues for thirty years to come, this city will then contain a population of a million and three-quarter inhabitants and the limits of the city will no doubt include Webster, Kirkwood, Clayton, University City and a number of other suburban towns.

Obviously, some provision should be made for connecting the rapidly growing suburbs with a broad, attractive and well-paved thoroughfare, before the territory is so built up as to make the cost of the improvement prohibitive. At present there is no highway connecting these towns. With this need in mind we have selected a route, following as far as possible already established roads, through the county about three miles west of the city limits and connecting Kirkwood, Webster Groves, Clayton, Ferguson and other suburbs with an improved thoroughfare of not less than 100 feet in width. The thoroughfare should begin at the Chain of Rocks on the north, follow the Gibson, Walker and Chambers Roads due west to Ferguson, through Ferguson, thence in a southwestwardly direction along the highlands parallel with the St. Louis Belt Line Railroad to the Woodson Road; thence south along the Woodson, McKnight and Lay Roads to the Rockhill Road; thence south along the Rockhill Road between Webster and Kirkwood; thence in a southeastwardly direction along Rockhill, Grand and Pardee Roads, across Gravois Road at the Busch Farm; thence due south along Baptist Church Road to Sappington Road, where the thoroughfare would join the improved highways connecting the outer park reservations.

Recognizing the present need for larger recreation areas for the mass of our people away from the noise and dirt of the city, we have projected an outer belt park system in St. Louis County, similar to the Metropolitan Park System about Boston, the Essex County System in

New Jersey, the Chicago Forest Reservation and the schemes proposed for Baltimore, Providence, Washington, San Francisco, Portland and a number of other American cities.

St. Louis County, with its undulating surface, furnishes as much beautiful scenery as can be found in any equal area about any city in the land. Here and there are sections which are especially attractive because of the unusual character of the scenery. Portions of these, where the timber is still preserved and where the transportation system is already provided, should be reserved for the future population of St. Louis and its environs. The outer park areas should be connected by well-paved roadways, not only with each other, but also directly with the park and parkway system within the city.

**Beautiful  
Scenery in  
St. Louis County.**

For the outer park system we would make the following recommendations:

First, the purchase by the city of additional park area along the bluffs overlooking the Chain of Rocks. This beautiful park site of forty acres should be increased to 500 acres or more, and include the wooded bluffs both to the north and south of the present park, especially those to the north, which command a fine sweep of the river. This park would furnish a fitting terminus to a long drive encircling the city through St. Louis County.

**Chain of Rocks  
Reservation.**

To the north of the city, on the Missouri River about seven miles distant and just east of Charbonier Road, lie the St. Ferdinand Common Fields, a part of which are very high bluffs overlooking the Missouri River. From the top of the headlands can be seen the two broad rivers and the valley between, stretching many miles in either direction. Directly to the north, across both rivers and on the east bank of the Mississippi, can be seen the Piassa Bluffs. The view from the highest point of the Common Fields is one of rare beauty. These bluffs, along the south bank of the Missouri River, some 500 acres in area, extending from Charbonier Road northeast, should be purchased and connected with the remainder of the system as the second outer park reservation.

**Charbonier  
Reservation.**

Route of Des Peres Boulevard





TYPICAL SECTIONS, RIVER DES PERES VALLEY.  
Route of the Proposed Des Peres Boulevard.



To the northwest of the city and surrounding Creve Cœur Lake on the east is a strip of precipitous bluffs heavily wooded and broken.

The beautiful bluffs, with the lake at their base, form a natural park, which artificial treatment could scarcely improve. It is already connected with the city by railroads, street cars and roadways. One thousand or fifteen hundred acres, including the headlands and the lake, should be secured by the city and county as the third outer park area to be reserved for the people of the city and its suburbs.

To the southwest of the city, overlooking the winding Meramec River, is another group of wooded and precipitous bluffs known as Meramec Highlands, which furnish a magnificent view of the Meramec Valley and the surrounding country. This district is also connected with the city by railroads, street cars and roadways. Five hundred or one thousand acres, skirting the river to the south and east and including the present Highlands, should be secured as the fourth park reservation.

Directly to the south of the city, on the banks of the Mississippi, the National Government has 1,250 acres of well-wooded land, already a well-developed park area. Only a small portion of this tract is at the present time in actual use, and the probability is that the Government will use only a very limited portion of it for the next half century. If the Government can be induced to follow precedents, which it has already established in other sections of the country, this reservation can be made a national park, free and open at all times to the public.

In order to link together these five outer park reservations and make them most accessible to all the people, we would suggest either that a broad boulevard, 100 to 300 feet wide, connecting these reservations be projected in the county, or that the following county roads be well paved with stone or gravel and lined with shade trees. If the latter seems more feasible we would suggest the following roads:

Beginning at the Chain of Rocks and following Walker and Chamber Roads west to Hall's Ferry Road, thence northwest along Hall's Ferry Road to Parker Road, west on Parker Road through Florissant, thence northeast on Charbonier Road to the Park Reservation overlooking the Missouri River; thence along the Missouri River bluffs to Creve Cœur Lake or from Florissant along the Bridgeton Road southwest to Pattonville, from Pattonville northwest along St. Charles Rock Road

to Fefee Road, thence to the southwest along Fefee Road to the Creve Cœur Reservation; from Creve Cœur south along Wood's Mill Road to Conway Road, thence east to New Alsace, thence south along Mason's Road, across new Manchester Road to Meramec Highlands Reservation; from Meramec Highlands east on Big Bend Road to Spring Park and Denny Road, thence southeast along the Denny Road to Gravois Road just south of Sappington, thence east along the Sappington Road to Jefferson Barracks.

If the agitation for the improvement of roads in the county through district or township systems, by which it is possible to raise more than \$2,000,000 for road improvements, takes definite form, no better selection for road building could be made than these highways encircling the city and connecting the five proposed reservations. The roads leading directly from the city to these suggested outer parks are already paved; Hall's Ferry Road to the north, Natural Bridge Road to Creve Cœur, Big Bend Road to Meramec Highlands and Telegraph Road to Jefferson Barracks. These, of course, need to be improved, but the encircling highways need first attention.

It should be noted that each of these proposed reservations, with one exception, the Charbonier Reservation, is connected directly with the city by railroads, suburban street car lines and rock roads.

A comprehensive inner and outer park system of this extent, including some three thousand acres of wooded land and more than sixty miles of boulevards and improved roadways, will require considerable legislation and the expenditure of several millions of public revenues, but the legislation can be secured and the enhanced value of real estate both in the county and city, resulting from these improvements, will soon return to the respective treasuries many times what the improvements cost. The experience in every city where an extensive park and boulevard system has been constructed is that the immediate effect is to double or quadruple the valuation of property. Parks and parkways should be classed as an investment to a city. They increase taxable valuations both in the city and the suburbs; they attract a desirable class of citizens; they encourage the building of fine residences along the driveways; they bring tourists, merchants and excursions; but more than all else they furnish an antidote to the unnatural conditions which must accompany the segregation of large populations in crowded cities. A future test of civic spirit in American cities will be the care which they show for the physical and moral development of

#### **Parks and Boulevards Pay.**



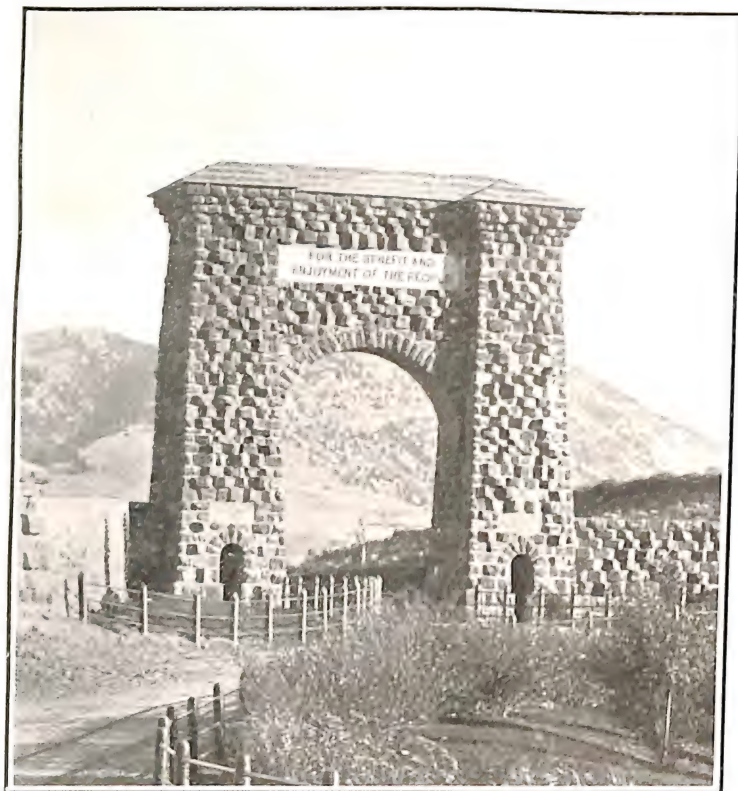
their people by supplying them with those elements of nature which city life tends to destroy.

The Committee has not drafted this plan for an inner and outer park system with the hope and expectation of seeing it all carried into effect within the next five or ten years, but it is offered as a comprehensive scheme toward which the city can strive for the next quarter of a century, adding section after section as the circumstances demand and the finances of the city and county will permit. Such a system of boulevards is not the unattainable. It is an improvement which must come if St. Louis is to keep her place among the progressive cities of America and hold her position as the logical gateway to the great Southwest.

## INNER AND OUTER PARK COMMITTEE.

JOHN D. DAVIS, *Chairman*.

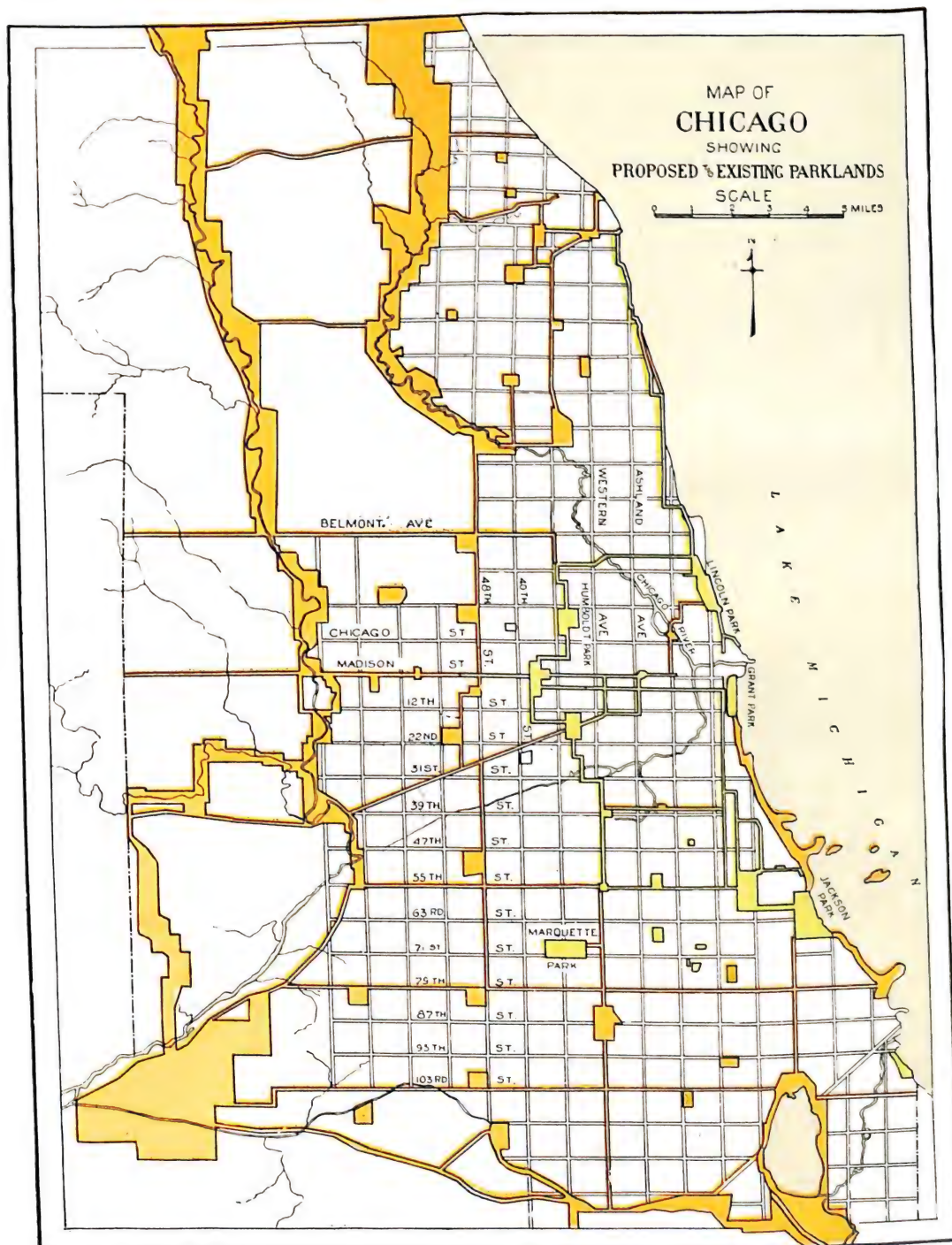
ROBERT S. BROOKINGS,	GEORGE E. KESSLER.
ENOS CLARKE,	ALBERT B. LAMBERT.
L. D. DOZIER,	ROBERT McCULLOCH.
DAVID R. FRANCIS,	SAUNDERS NORVELL,
GEORGE C. HITCHCOCK,	JULIUS PITZMAN,
J. A. HOOKE,	WM. TRELEASE.
CHARLES H. HUTTIG,	CALVIN M. WOODWARD.



"FOR THE BENEFIT AND ENJOYMENT OF THE PEOPLE."

Entrance to Yellowstone National Park.

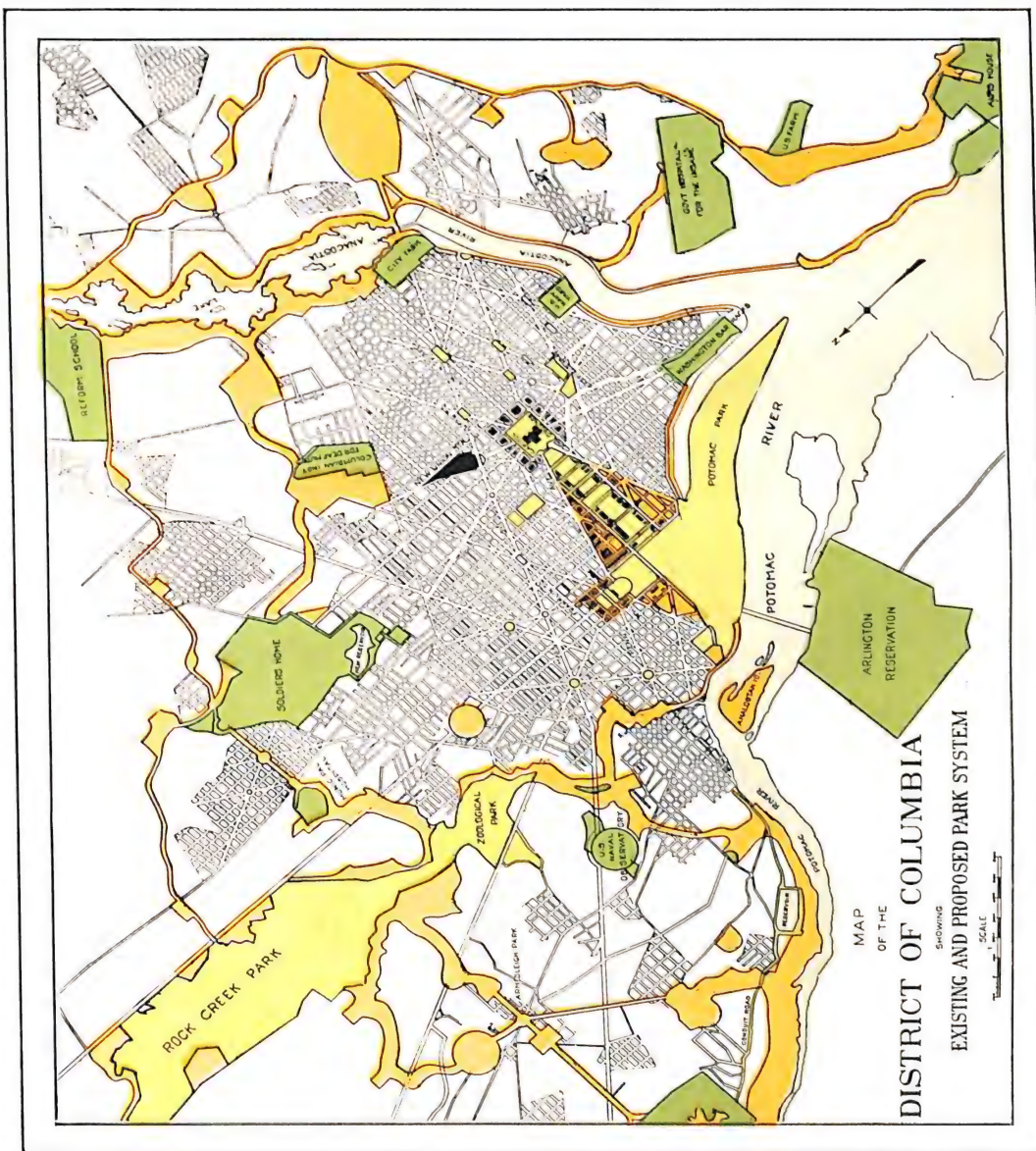




This plan contemplates the purchase of 30,000 additional acres of parkland and more than fifty miles of parkways. The 3,000 acres of existing parks and thirty miles of boulevards shown in green.







Existing Parks, Parkways and Reservations shown in light green. The proposed system of 8,000 additional acres of park land and sixty-five miles of parkways indicated in brown. Public grounds other than parks shown in dark green.









# Street Improvements

---

## SUGGESTIONS FOR THE IMPROVEMENT OF THE RIVER FRONT, RAILWAY ENTRANCE, TRIANGLES, AND STREET RAILWAY LINES

**T**HE street plan is the element of first and greatest importance in the making or remaking of a city. The streets are the arteries of communication and lie at the foundation of a city's transportation system. It is here that a large per cent of the municipal activities are carried on. Hence, any consideration of the problems connected with street improvements must presuppose the fundamental demands of traffic and communication. This means that the character of the traffic, the density of population, the general uses to which a street is to be put, will all assist in determining the nature of the improvement to be suggested. But all suggestions must be considered in the light of the principle that streets must have the minimum amount of obstruction to free and untrammelled communication.

On the other hand city streets are more than merely cleared spaces for travel. They are the homes of most of our inhabitants for twelve to sixteen hours each day. They are the features of the city which are best known to visitors and travelers, and upon which are based their impression of the desirability of the city for a place of residence. They can serve the purpose of travel and remain ugly and unadorned, or they can be made to promote the health and comfort of the people and add to the dignity and splendor of the entire city.

**Streets Determine Attractiveness of City.**

In the study of those features of our streets which are susceptible of improvements we have considered them from the two points of view—utility and attractiveness—and have suggested only those changes which seem possible of accomplishment within the next decade. We have included suggestions relating to the river-front, the opening of main thoroughfares, the removal of obstructions, the protection of pavements, and the general improvement in the appearance of the streets both in residential portions and the business districts.



## RIVER FRONT IMPROVEMENT

Beginning at the river, the natural gateway of the city, the first much-needed improvement which strikes the average visitor to St. Louis is some treatment of river-front, which will in some way relieve it of its present unsightly appearance. When river traffic decreased, on account of rapidly growing railroad facilities, business moved up the hill to the west and abandoned the river-front to shabby and dilapidated buildings, which have become unfit for dwelling or business quarters. The city turned its back upon the river slope, and this district from Eads Bridge to Poplar Street has become practically eliminated from the business portion of the city. In fact, parts of it have become to such an extent the rendezvous of the vicious and depraved that respectable citizens hesitate to pass through these quarters on their way to the boats on the river.

The proper treatment of this portion of the city would not only make it once more of importance in the business life of the city, but would give St. Louis a natural entrance-way unique among American municipalities. The new movement for a deep waterway to the Gulf and the enormous increase in river traffic which that will involve, the recent decision of the voters of St. Louis in favor of a free municipal bridge and the present dilapidated condition of the district, make the present an opportune moment to consider an improvement of this portion of the city's topography, which will not only give it a splendid and dignified gateway, but will, at the same time, increase its commercial usefulness.

A number of factors must be kept in view in suggesting any plan for so extensive an improvement. First, the river-front must be primarily adapted to the needs of commerce, both by river and rail, for both the sections north of Eads Bridge and south of Poplar Street, extending as far back as Third Street, are destined to be the freight yards and warehouse district of the city for all time to come. Already the railroads have extensive terminal facilities in these districts and other comprehensive plans for freight houses and terminals are under consideration. The only avenue of communication between these two districts lies along the river-front between the wharf and Second Street. Therefore, whatever suggestions are made for the improvement of the water-front they must provide for railroad tracks and free communication along the river margin.

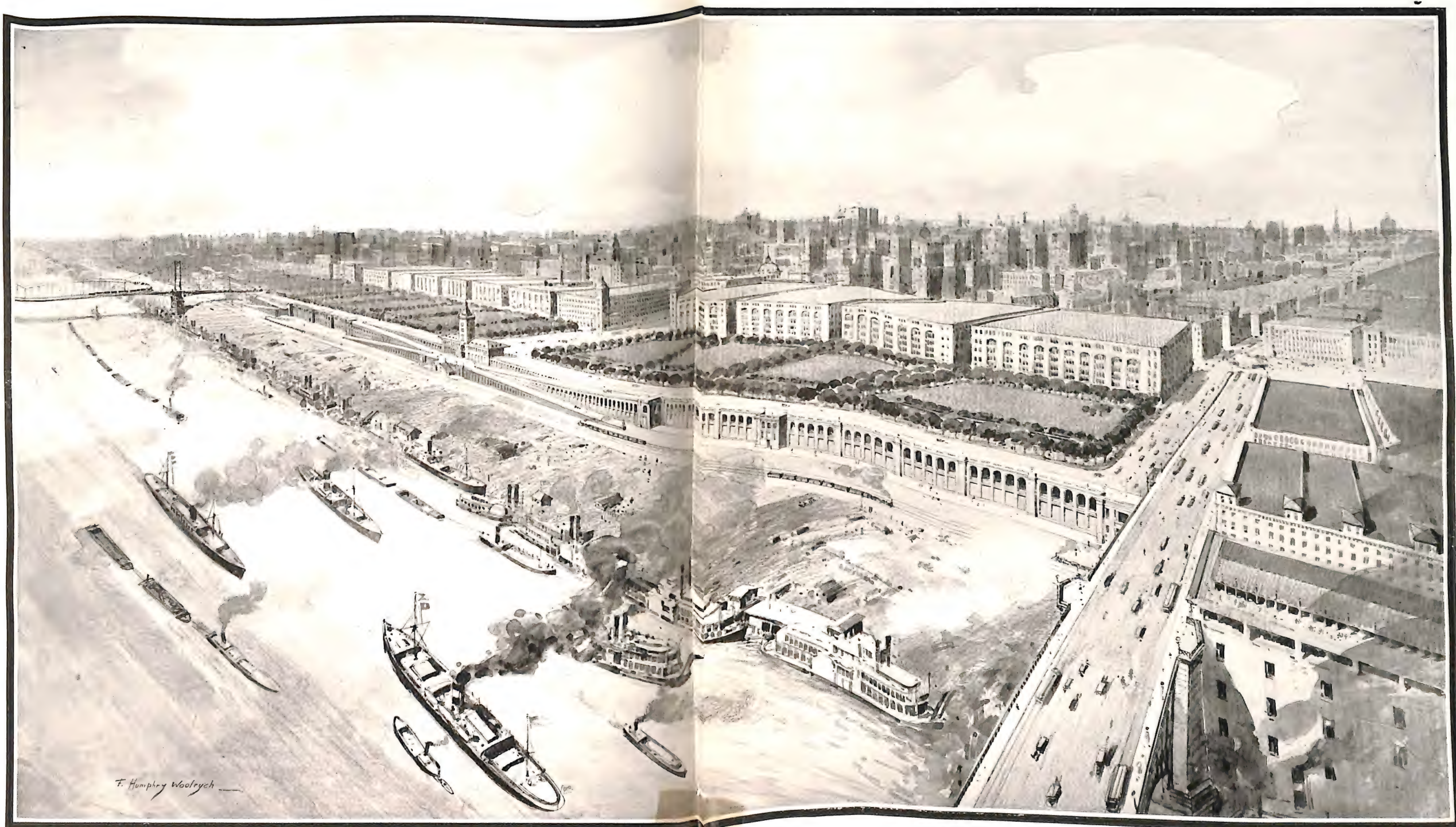


The River Front as It Is



THE RIVER FRONT AS IT IS.  
Showing the Unsightly Elevated Tracks and the Dilapidated Buildings.





Designed by Wilbur T. Trueblood

# THE RIVER FRONT AS IT SHOULD BE.

Showing a Broad, Open Plaza from Eads Bridge to Proposed Bridge at Poplar Street on a Level with Third Street. Railway Tracks and Passenger Station under the Plaza. Easy Approach from the Levee. Warehouses Fronting along Second Street. Merchants' Exchange Court in the Center.









Second, the steep grades now existing along the levee to Third Street make a dignified treatment of the river-front easy and at the same time advantageous to local traffic across the river. One of the reasons for the abandonment of the river-front was the serious obstacle which these steep grades placed in the way of team traffic to and from the wharf. Beginning at the Eads Bridge and extending to Walnut Street, Second Street is on the average 29.4 feet and Third Street an average of 43 feet above the level of the levee, with a grade of more than 9 per cent. The distance between the levee and Second Street, while varying slightly, averages about 600 feet. The width of the wharf, if extended to the limits fixed by the United States Government Surveys, will average approximately 250 feet, which means ample room for landings and dockage. Although the height of Second and Third Streets above the levee vary somewhat from the Eads Bridge to Walnut Street, the variation is regular and would not interfere seriously with a proper treatment of the water-front. Moreover, the geological formation of the bluff from the levee back to Second Street is soft clay, which can be easily excavated. Back of this are solid bluffs of limestone.

Third, the Municipal Terminal Commission has recommended the erection of a four-track railroad bridge across the river at the foot of Poplar Street, which seems to be by all odds the most feasible location for a bridge designed to serve the railroads entering Mill Creek Valley. The water-front from this point to the Eads Bridge, a distance of 1,500 feet, is and will continue to be the natural harbor for most of the river crafts.

Having in mind these various factors, we offer the following suggestions as a possible treatment of the water-front, which will add greatly to its attractiveness and dignity, and at

**Esplanade Between  
Two Bridges.**

the same time preserve its usefulness to traffic and commerce. We would suggest that the property lying between the Eads Bridge and the proposed bridge site at Poplar Street, extending from the levee back to Second Street, could be condemned and purchased by the city; the bluffs could be excavated back to Second Street to a level with the levee, and a broad esplanade, similar to that shown in the accompanying illustration, could be constructed of stone and cement on a level with Third Street and terminating with the Eads Bridge on the north and the proposed bridge on the south. Underneath this esplanade railroad

tracks could be laid and a suburban railway station for trains from the northern, western and southern suburbs, and also smaller freight houses for purely local freight, could be constructed, as has been done in Philadelphia under the arches of the elevated railroad tracks. The area between Second and Third Streets, below the level of the esplanade and below the level of the connecting streets, could be made the basement of the present buildings or those to be erected. The approach to the esplanade from the river for both pedestrians and vehicles could be by elevators and inclined roadways, as are indicated in the accompanying drawings, or as have actually been constructed in Algiers. Electric power for railroad service within the city limits will at no distant day be required. This would eliminate one obstacle to the use of the area under the proposed esplanade for tracks, passenger stations and a local freight depot. Above the stone structure could be arranged a wide, continuous, open promenade adorned with trees, fountains and statues and surrounded in time by stately office buildings or warehouses. An arrangement on the river-front as above indicated, whereby those living in the suburbs could be daily landed in the heart of the city, would solve for all time the problem of suburban traffic.

To show that some such treatment of the river-front, as has been indicated, is not only desirable but feasible, we need to cite only a few of the number of cities which have successfully handled this problem to the great benefit of the city. **River Fronts in European Cities.** Algiers, a cut of which accompanies this report, has not only provided in the best possible manner for her commercial interests, but by this line of masonry has given the city a majestic and imposing gateway. Budapest on the Danube has preserved much of its river-front for palatial public buildings, frequent park spaces and tree-lined promenades, and at the same time utilized the space beneath the streets and back of the quay for storage purposes. The water-fronts of Hamburg, Antwerp, Stockholm, Rouen and Berlin have been treated in a somewhat similar manner. In fact, the tendency in all European cities is to take advantage of the river-front opportunities for beautifying purposes.

River-front improvements are not antagonistic to the commercial development of a metropolis. In the case of this city it would be an actual material benefit to commerce. St. Louis has now an opportunity of improving a naturally beautiful water-front without interfering in the least with her rapid commercial and industrial development, and



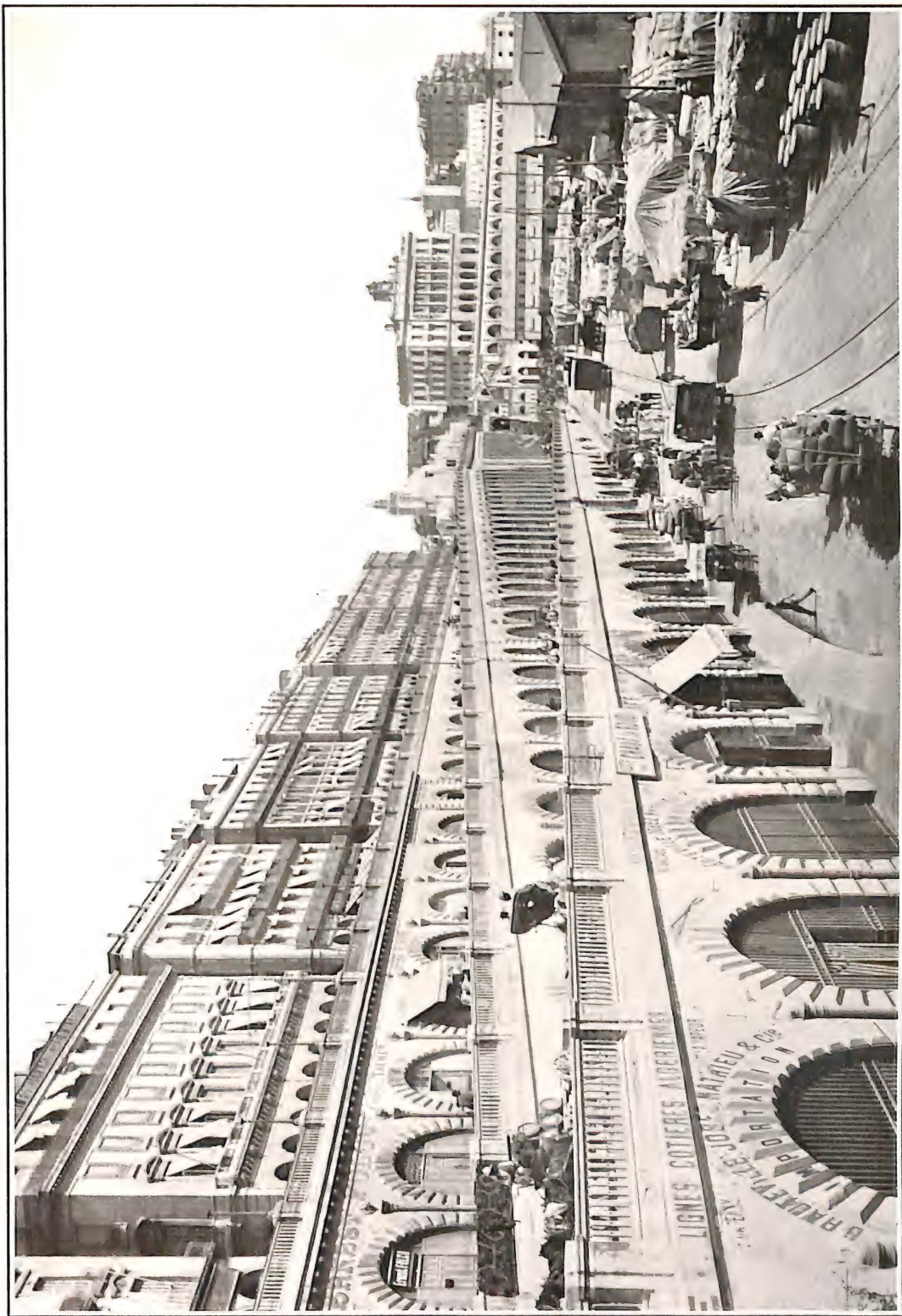




WATER FRONT AT ALGIERS.  
Showing a Treatment which is Attractive as well as Commercially Practicable.

Water Front at Algiers





A CLOSER VIEW OF THE ALGIERS WATER FRONT.  
Showing the Storage Spaces Below the Esplanade and the Inclined Roadways.





of adding to her attractiveness a feature unique and rare among American cities.

### STREETS IN DOWN-TOWN SECTION

Many suggestions have been made looking to the widening and re-direction of down-town streets in order to make them more comfortable and convenient. We could wish that the early settlers had taken more thought of the future greatness of this city and provided for wide main thoroughfares extending in all directions from a common center in the heart of the city. But they did not. We might plan the projection of such thoroughfares through solidly built portions of the city as has been done in Paris, London, Rio Janeiro and New York, but the inconveniences of travel are not yet such as to demand these radical changes. After a careful consideration of all the suggestions, we have deemed it inadvisable to recommend any changes in the width or direction of already established streets in the section east of Twelfth Street because of the almost prohibitive cost accompanying such alterations.

At present, however, there is only one east and west street (Chestnut Street) in the business section extending as far as Broadway which is free from street car tracks and which affords a

**Locust Street  
Improved.**

safe and comfortable approach for pleasure and light vehicles. In order to have another main artery of travel for vehicles to the west we recommend that some arrangement, if possible, be made with the street railway company to vacate Locust Street from Broadway west to Thirteenth in exchange for some other street or privilege and that Locust Street be opened as a boulevard extending west through the proposed Library Park at Thirteenth Street to Theresa Avenue, where, with a slight deviation, it will join Lindell Boulevard. The recent acquirement by the United Railways Company of the stock of the Suburban Railway Company should make this improvement wholly practicable. We would further suggest that the triangular block of ground at the intersection of Theresa, Lindell and Olive Street, be purchased and converted into a triangular park similar to Kendrick Garden. This would furnish a pleasing approach to Lindell Boulevard for both vehicles and street cars.

Locust Street, thus freed from obstructions and well paved, should be limited to pleasure and light vehicles. All heavy driving, except

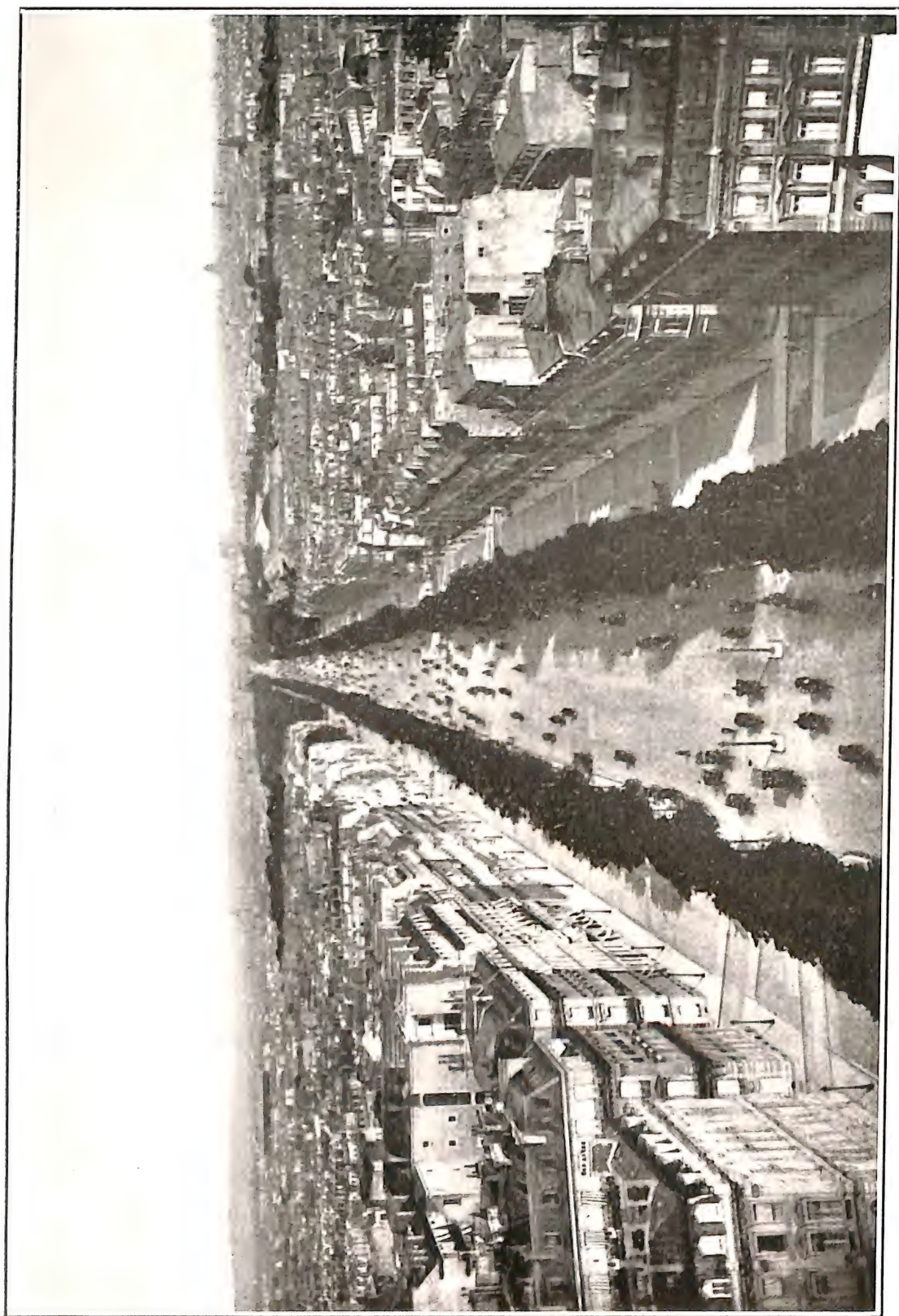
where necessary to reach a place of delivery within a block, should be prohibited. With these restrictions Locust Street might soon become the Fifth Avenue of St. Louis. The favorable experience of New York and Chicago in restricting a few down-town streets in this manner would justify a similar experiment here. Chicago, for example, established Jackson Street as a boulevard, paved it with asphalt and restricted it exclusively to light driving. These restrictions have worked no hardships to any one, have immensely increased property values along that boulevard, and have given the bicycles, buggies, carriages and automobiles an entrance into the heart of the city which otherwise could not have been secured.

The only broad, expansive street in the business portion of the city is Twelfth Street extending from Washington Avenue on the north to Market Street on the south. This wide thoroughfare furnishes a striking contrast to the other narrow streets running in both directions through this section.

**Twelfth Street Widened.** Along it are being erected handsome buildings, which give Twelfth Street Plaza a dignity of its own. In time it will be in the heart of the retail district and lined on both sides with imposing structures, which will make it, by far, the most attractive street in the heart of the city. Before these improvements are made and while the cost will not be prohibitive, Twelfth Street from Market to Mill Creek Valley should be widened to correspond with that portion between Market and Washington Avenue. A wide viaduct across Mill Creek Valley should displace the present bridge. This would not only give a wide thoroughfare through the heart of the business district, but it would furnish excellent fire protection to the banking and business center of the city. The experience of San Francisco and the inestimable service which a wide thoroughfare (Van Ness Avenue) rendered in checking the conflagration there, and the absence of any such thoroughfare in Baltimore, which proved so disastrous in the fire of a few years ago, should teach this city the necessity of insuring proper protection to the vast business interests which will always gravitate to this district. Twelfth Street, widened as recommended, should be freed from street car tracks and ornamented with trees, fountains and statuary. If properly planned, it will in time be lined with monuments and will become the artistic center of St. Louis.







CHAMPS ELYSEES, PARIS.  
Similar Treatment Recommended Between Chestnut and Market Streets from Twelfth Street to the Union Station.



We have spoken of the improvement of the natural gateway of the city, the river-front. The city has also a land approach, or railway entrance, which should be included in any comprehensive scheme. No form of improvement counts more than a pleasing approach to the city. The importance of the land entrance to a city can scarcely be exaggerated. If it is attractive, visitors have a pleasing impression of the city's life; if it is unattractive, travelers are most likely to hurry through without any desire to stop off. We have in the Union Station a massive and imposing structure of which the city can justly be proud, but the approach to the station is a constant rebuke to the aesthetic ideals of this city. Whatever favorable impressions of the Union Station the traveler may have, they are soon dispelled when he views the architectural ugliness all about it. Furthermore, if he takes a Market Street car or an automobile down Chestnut Street the same dilapidated conditions greet him on every side. From the Union Station to Twelfth Street, between Market and Chestnut, there is scarcely a respectable building to be found.

**Union Station Entrance.**

In order to relieve this unsightliness and leave upon the mind of the visitor—be he merchant, manufacturer, home-seeker, or trans-continental traveler—the most favorable first impressions, which are usually lasting, and to guarantee to the city for all time a spacious and splendid gateway, we recommend the purchase of the half block of ground along the south side of Chestnut Street extending from the Municipal Buildings Group to Eighteenth Street, the widening of Chestnut Street to 150 feet for this distance, and the improvement of this wide thoroughfare by a treatment similar to the famous Champs Elysees of Paris—a boulevard through the center for light vehicles and a roadway on either side for service traffic, with two rows of trees separating the roadways from the boulevard.

**Boulevard to Union Station.**

For the improvement of the immediate surroundings of the Union Station, we recommend the purchase by the city of the two blocks lying between Eighteenth and Twentieth Streets, Market and Chestnut Streets, and the transformation of this area into a park.

These improvements would cost a considerable sum of money, but they would be of inestimable commercial value to the business interests of the city and would emphasize in the most effective manner the true importance of St. Louis as the commercial gateway to the great Southwest.



It would be desirable if in time the proposed broad thoroughfare extending from Twelfth Street to the Union Station might be continued west to Grand Avenue, but we would recommend only that Chestnut Street to Beaumont Avenue and Pine Street from Beaumont Avenue be established as a boulevard connecting the Union Station Park and the broad highway from the municipal group of buildings with Lindell, Pine and Forest Park Boulevards.

#### NORTH AND SOUTH BOULEVARD

In addition to the two main thoroughfares, Locust Street and Chestnut Street, with the boulevard treatment between Twelfth and Eighteenth Streets, which will furnish ample driveways for light vehicles between the business portions of the city and the west end, there should be a highway with the same restrictions running north and south connecting these two widely separated portions of the city and at the same time giving both sections an easy approach to the Union Station. A wide thoroughfare through the heart of the present retail district is out of the question, but a driveway over existing streets, restricted to pleasure and light vehicles, is feasible and desirable. A glance at the city map east of Jefferson Avenue will show a number of small parks, including the proposed Union Station Park, arranged in a semi-circle about the center of the city. On the north is Bissell's Point Reservoir, which has been recommended for a river-front park and playground by the Civic Centers Committee. From this point following around the semi-circle and terminating with the river-front drive at Miami Street and the Marine Hospital Park, proposed by the Park Committee, are Hyde Park, St. Louis Place, Union Station Park (proposed), Lafayette Park and Benton Park. A restricted driveway connecting these attractive recreation areas and at the same time furnishing to the north and south sides the much-needed approach to the Union Station and indirectly to the heart of the retail district, should not be neglected.

We recommend, therefore, that the following streets be made boulevards, that they be restricted, where possible, exclusively to pleasure and light vehicles, paved with suitable material and adorned with trees and shrubbery. Beginning at the north side of Bissell's Point and the river, following west along Grand Avenue to Blair Avenue, thence south along Blair Avenue to Hyde Park, west around Hyde Park and along Farrar Street, south on Florissant Avenue to St. Louis Place,

through or along either side of St. Louis Place to Benton Street, east on Benton Street to Twentieth Street, south along Twentieth Street to the Union Station to a junction with the proposed wide thoroughfare leading east directly to the public buildings group at Twelfth Street; across Mill Creek Valley over the Twenty-first Street bridge to Chouteau Avenue, east on Chouteau Avenue to Mississippi Avenue, south on Mississippi Avenue to Park Avenue, past Benton Park to Miami Street, east on Miami Street to the proposed Marine Park and River Side Drive at Marine Avenue.

Jefferson Avenue and certain other portions of this proposed drive-way, especially the Twenty-first Street crossing of Mill Creek Valley, Chouteau Avenue, Mississippi Avenue, and a few sections near some of the parks, can not be restricted to light traffic, but Jefferson Avenue, already a broad and attractive thoroughfare, can

**Value of Improved Highway.**

be greatly improved, together with the remainder of the proposed north and south drive. This can be accomplished by the planting of trees and shrubbery and by parking as far as possible the street car tracks. The streets included in this boulevard need not be widened except at a few intersections with other streets where there is a jog in the highway. They can be declared boulevards under the provisions of the present charter, but more easily under the boulevard legislative act as suggested by the Legislative Committee in its report. These streets should be well paved at the expense of the property owners as other streets are paved and adorned with trees by the city forester at the expense of the city.

An improvement of this kind furnishing an easy and attractive approach to the Union Station from the north and south sides and uniting these two sections of the city, would not interfere with heavy traffic, for Thirteenth Street is already the main service street running parallel with the river. Furthermore, the restrictions would greatly enhance the value of contiguous property. This has uniformly been the experience of cities which have opened these restricted highways.

### IMPROVEMENT OF TRIANGLES

Scattered over the city are a large number of triangular plots of ground at street intersections which have been permitted to grow up in weeds or to be used for huge and unsightly billboards. These small



grass plots can easily be developed into beauty spots by the use of flowers, shrubbery and trees. A fine example of the possibilities contained in these triangles is shown in Kenrick Garden Square at the intersection of Lindell Boulevard, McPherson and Vandeventer Avenues. The Street Department has at the present time condemnation proceedings under way for the purchase by the city of three additional triangles.

Washington City has taken advantage of more than two hundred of these small triangular spaces, and they add much to the general attractiveness of the National Capital. St. Louis has thirty similar spots, and we recommend that as many of them as can be secured by private donation or at a reasonable cost to the city be treated in a manner similar to the Kenrick Garden. In many cases they will furnish fitting sites for statues and artistic fountains.

**Triangles Made  
Artistic.**

#### OTHER STREET IMPROVEMENTS

Many other radical street improvements might be suggested which would not only add to the general attractiveness of all parts of the city, but would greatly facilitate travel between the different sections, now more or less isolated. The difficulty of communication between these sections, due to the rectangular plan of streets, could have been obviated if wide diagonal streets had been provided for in the early plats of the city. Three wide thoroughfares—one to the northwest, one to the west, and one to the southwest—radiating fan-shaped from a common center in the heart of the city, would not only have solved many difficult transportation problems but would have united socially the different portions of the city and fostered a uniform development which is impossible with our present street arrangement. Numerous suggestions have been made for the improvement of the diagonal highways—Gravois Road, Old Manchester Road and Natural Bridge Road. These streets must always remain open to heavy traffic and rapid transit, and any effort to improve and adorn them is wholly impracticable. In fact, any attempt to alter the general street plan as it exists today is out of the question, and our further recommendations will be confined to street embellishments and furnishing for the residential districts.





JUNCTION OF LINDELL BOULEVARD AND McPHERSON AVENUE.  
Showing the Successful Treatment of a Triangle.



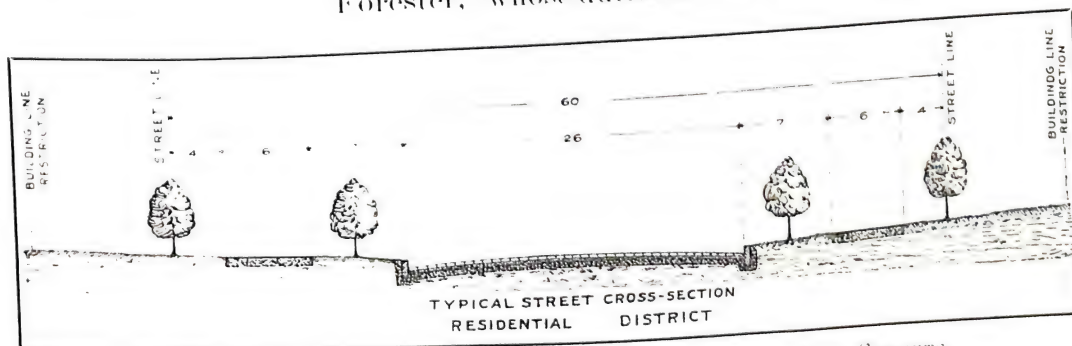


## STREET IMPROVEMENTS.

In the congested business district of a city wide roadways are necessary for heavy traffic, but in residential districts this is not at all necessary. In this city a large amount of money has been wasted in paving broad streets their full width where light traffic prevails. Not only has the first cost been unnecessarily high, but the annual cost of cleaning, sprinkling and repairs has been proportionately high. It has been estimated that in the city of St. Louis at least \$2,000,000 have been uselessly expended in paving residence streets with an extra breadth of hard, glaring pavement, which is not only useless but ugly. For example, McPherson Avenue is paved fifty feet wide its full length from Vandeventer to Kingshighway, while a roadway of little more than half that width would be ample for all the traffic that passes over it. When this street is compared to Westminster Place adjoining it on the north, a street of the same width, but with a thirty-foot roadway, the good taste in street effects is readily seen. Broad streets are always desirable, but broad pavements are by no means necessary or desirable in residential districts. A width of twenty-four to twenty-six feet furnishes ample room for vehicles to pass or turn. The remainder of the street should be given over to grass plots, shrubbery and trees.

We would recommend, therefore, for the residence portions of the city a pavement not to exceed twenty-six feet in width, which will then leave ample room for parking space on either side, as shown in the accompanying illustrations.

In this connection we desire to emphasize the vital relations of proper tree planting to any system of street improvements. No city street is complete without a row of well-developed and properly cared-for trees on both sides of the roadway. This city has recently established the office of City Forester, whose duties it will be to superintend, reg-



NARROW ROADWAY AND WIDE PARKING FOR RESIDENTIAL STREETS.



ulate and encourage the planting, culture and preservation of shade and ornamental trees and shrubbery in the streets and highways of the city." The ordinance provides that the property owners on any three or more contiguous blocks by a majority vote shall determine the variety of trees to be planted on that street. The beauty of a tree avenue depends much upon the planting of a uniform species the full length, or at least for several blocks of the avenue. Trees of different shapes and sizes give to a street a ragged, irregular and unsightly appearance. One kind of tree should be adopted for the full length of a street. This gives uniformity without rigidity and adds much to the beauty and comfort of the streets and homes, and greatly enhances the value of abutting property.

One of the worst enemies to the street tree and also to any concerted effort to improve the appearance of the streets is the overhead wires with the accompanying forest of unsightly poles and cross-arms. A casual glance at many of our street corners where a network of wires intersect each other will show how destructive they are to a well-

**Unsightly Wires and Poles.**

defined plan of street adornment. At the present time the underground district of St. Louis extends from the river to Twenty-second Street, and from Poplar to Carr Streets. In this area all wires except trolley wires are required by ordinance to be placed in underground ducts. By January 1, 1907, this area will supposedly be free from these unnecessary obstructions. The time has come for the extension of the underground district. The ducting of wires in crowded portions of our cities, or where there are at least one hundred wires in a cable, has proven to be actually cheaper than the overhead pole system. The initial cost is greater, but the cost of maintenance is much less. It would seem, therefore, that no undue burdens would be placed upon the public service corporations if the underground district were extended to the present fire limits, which is bounded approximately by Natural Bridge Road and Easton Avenue on the north, the city limits on the west, and Loughborough Avenue on the south. For this district we recommend that the city, by ordinance, compel all wires, except trolley wires, to be placed either in conduits or to be strung on poles in the alleys, and thus relieve the streets of their unsightly appearance and protect the trees from injury.

At the present time in this city there are ten separate and distinct companies using underground conduits either for wires or pipes. This



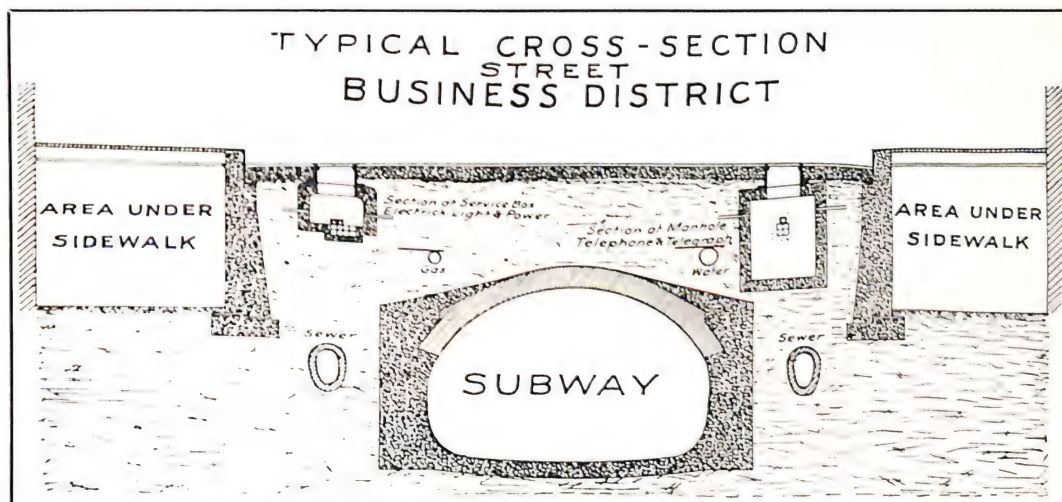


A STREET IN CABANNE DISTRICT.  
Showing the Advantages of a Narrow Roadway and Wide Parking Space for Trees and Lawn.





raises the question whether each of these companies should be permitted to establish its own conduit system and tear up the streets at will, or whether there should be constructed one large conduit system of sufficient capacity to meet the demands of the city for years to come. Obviously the latter would assist in preserving the streets from being constantly torn up for additions and repairs.



FOR NARROW STREETS, LIKE OLIVE AND LOCUST.

The Committee, therefore, recommends that either the city construct a conduit system as rapidly as funds and conditions will permit, or that a franchise for such a purpose be granted to a private company under proper and rigid regulations by the city both as to construction and charges. In a few American cities,

#### **A Conduit System.**

notably Baltimore and Rochester, the municipality has constructed the conduit system. In a number of others commissions have been appointed to investigate the problem of properly disposing of wires and pipes in order to preserve the street paving and avoid the constant disturbance to traffic. These reports have uniformly contained recommendations for a complete conduit system for all service mains.

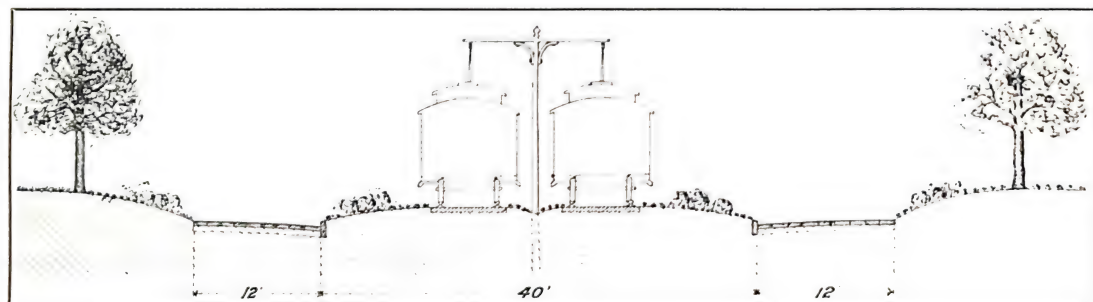
It will, of course, be impossible to remove all poles from the streets. The underground trolley, judging from the recommendations of numerous engineers and the Royal Commission of Great Britain, has not proven sufficiently satisfactory to warrant its general adoption. Hence, trolley poles will continue to be used—but there is no reason why these poles should not serve for trolley wires, street signs, street lighting,



fire alarm and mail boxes. For years this has been the custom in European cities. But feed wires in all cases should be placed in ducts beneath the surface as rapidly as railway lines are reconstructed.

Care should be taken that the necessary overhead construction be made as attractive as possible. Ornamental iron poles of artistic designs and surmounted by electric lights should take the place of the present ungainly straight iron shafts in the business streets. The principle which should control in regard to these necessary obstructions along the streets is as few poles, wires and boxes as possible, and these made as attractive as is consistent with utility.

**Necessary Overhead  
Construction  
Made Attractive.**



A SUGGESTED TREATMENT FOR THE SUBURBAN RIGHT-OF-WAY.

Much can be done without great additional expense by the street railway companies to improve the appearance of the streets. For example, along Union Avenue and Delmar Boulevard, west of Union, the street car tracks are imbedded in gravel. The companies should be induced to conceal the tracks with an attractive covering of sod, as is being done in Boston, Cleveland and Washington.

**Improvement of  
Street Railway  
Lines.**

The sod not only takes away much of the unsightliness but it also deadens the noise. The Suburban right-of-way, which has long been an eyesore to the people who are compelled to travel over it, should by all means be improved. The sloping banks and the width of the right-of-way make it susceptible of great improvement. We would recommend for its treatment that the terraces be sodded and planted with shrubbery, and that two rows of trees interspersed with shrubbery be planted on either side of the track in order to hide the unsightly back yards and fences which extend the full length of the right-of-way. An

improvement of this nature would greatly increase the attractiveness of the Suburban Railway as a means of transportation.

At numerous places in the city there are street car lines extending over streets for a short distance which cause great inconvenience to general traffic and which could be easily avoided if the street railway company could be induced to consider slight changes and re-routing. For example, the

**Re-Routing of  
Car Lines.**

McPherson car on the Olive line going west turns on Walton to McPherson, then again on Kingshighway to McPherson, then on Union to DeGiverville Avenues. The cars on this line could be routed either by Taylor or Euclid Avenue and the Delmar line to Union Avenue, thence south to DeGiverville Avenue, much to the comfort of residents in the vicinity of Kingshighway and Forest Park and without any serious inconvenience to travel. If the McPherson line were abolished entirely the residents in the section bounded by Euclid and Union Avenues, Forest Park and Delmar Boulevards would be only three blocks from the car line in any direction. There are scores of areas in the city where the distance is at least four blocks and no inconvenience is felt. Furthermore, if McPherson car line could be removed from Kingshighway a very serious blemish could be removed from what is to be a magnificent boulevard. Another example is St. Louis Place, an attractive parkway whose beauty is marred by being cut into three sections by car lines, two of which could easily be avoided if the cars were re-routed. No additional trackage and no additional expense would devolve upon the street railway company. It is simply a question of the company's willingness to assist in making the city most comfortable and convenient to the people whom it is supposed to serve.

There are also certain streets over which the railway company should be required to extend its lines for the convenience of the traveling public. For example, at the present time it is impossible to transfer from a Broadway car to a west-bound car anywhere between the city limits and O'Fallon Street on the north, and only one point on the south, at Jefferson Avenue. Grand Avenue line at each end should be extended to a junction with Broadway so that citizens in either portion of the city could transfer directly to the west end and reach that portion of the city on one fare.

In order to avoid the steep grade on the North Grand Avenue extension, the tracks could be laid from the old water tower along Twentieth



**Street Railway  
Commission  
Suggested.**

Street to Prairie Avenue and along Prairie Avenue to North Broadway. This route would present no grave engineering difficulties. As a solution to a host of minor street problems of this nature we would recommend a careful investigation by a competent commission of the present routing of car lines with a view to eliminating unnecessary trackage and extending the lines where necessary to conserve the comfort and convenience of the people.

Under the present laws the city has practically no control over the platting of new districts within the city, and absolutely none over large suburban areas which will soon be included within the city limits. There should be at an early date a revision of the ordinances and statutes in order to give the Street Department and the Board of Public

**Platting of New  
Streets.**

Improvements power to control the opening of all new additions and compel conformity to the general plan of streets in their direction, width and names. While it is neither necessary nor desirable that streets and avenues be laid out in straight lines for long distances, yet it is essential that they be so constructed as to be most convenient and attractive. It is particularly desirable and necessary that steps be taken to control the platting of suburban areas in order to prevent the inharmonious arrangement of streets, which will make travel so difficult when the city has doubled its present population.

One of the most effective ways of improving the appearance of a highway is in the regulation of the building line. In the business portions of the city this problem takes care of itself.

**Building  
Line Regulations.**

But all over the city on purely residential streets will be found numerous examples of single buildings built to the street line, while the other twenty or twenty-five residences have established a building line twenty to thirty feet back from the line of the street, in order to have a greensward covered with trees, flowers and shrubbery. Residential streets should be protected against the encroachments of business establishments beyond an established building line. It is recommended that building line restrictions should be established on all lots in the residential districts of the city. This may be accomplished in two ways: First, the owners of lots, in platting their property, may indicate on the subdivision plat a building line to which all buildings or other structures thereon shall conform, and may prohibit the erection or



LINDELL BOULEVARD.





## STREET IMPROVEMENTS.

establishment or maintenance of any business house or the carrying on of any business on such streets. Second, the owners of property may prescribe by deed for all such restrictions. This is the customary way. Your Committee, however, recommends the first method as being the more effective. In either case the city can only suggest such restrictions, unless it enters into condemnation proceedings, which are always associated with long delays in the courts. In providing for the above restrictions it will prevent one property owner from seriously damaging not only his neighbor but all the residents in the block.

A city can no longer be considered as a mere aggregation of separate buildings erected solely for the convenience of the owner. The city is a great organism with closely related parts. Consequently, its growth must be directed and shaped. Individual notions must be subordinated in many cases to the preservation of the architectural beauty of the whole. This principle applies especially to the erection of buildings and the establishment of building lines along residential streets.

Many other details relating to street improvements have suggested themselves to the Committee: fountains, public convenience stations, street naming and numbering, street cleaning, paving and lighting, signs and billboards, grade crossings, and a score of other suggestions which would tend to make our streets more comfortable, convenient and attractive. They only go to prove the statement made in the first paragraph of this report that the streets of the city lie at the foundation of any comprehensive city plan. We have, however, touched upon those which most directly affect the permanent improvement of our highways. The streets are the veins and arteries of the city's life. They affect directly its architectural development, for architectural dignity and splendor first of all depends upon a good street plan. They affect the health of the entire population, for the streets make possible light and air in the crowded district. They affect the happiness and welfare of all the people, for these avenues of communication serve as the means of social as well as commercial intercourse between the people. So whatever improves their convenience and enhances their attractiveness will greatly aid in making St. Louis the city which every citizen wishes it to be.

## STREET IMPROVEMENTS COMMITTEE.

J. CHARLESS CABANNE, *Chairman*.

HERMAN C. VON SCHRENK.	JAMES C. TRAVILLA.
THEODORE C. LINK.	WILBUR T. TRUEBLOOD.
EDWARD FLAD.	W. P. H. TURNER.



# A Municipal Art Commission

---

## SUPERVISION OF PUBLIC WORKS

THE time seems opportune for the consideration of the need for a closer supervision of public works in this city with a view to securing, where possible, the proper artistic treatment and architectural harmony. St. Louis today is entering upon a period of unusual growth and expansion. Her building record for the past two years shows a per cent of increase equaled by few other large American cities. Tall office buildings and spacious business blocks are being erected in all portions of the business district, a new million-dollar Public Library is in contemplation, and a bond issue of \$11,200,000 has been authorized by the people for the erection of public buildings, the construction of bridges and viaducts, the opening of Kingshighway as a boulevard and the purchase of additional park area. Moreover, portions of the extensive improvements suggested in the various chapters of this report are already being planned.

Under private initiative the business portion of the city has been undergoing a complete transformation. Tall office buildings are everywhere displacing the low, unsightly structures of twenty years ago. As each new building is erected it shows a handsomer and more decorative exterior treatment than its predecessor. The same is true of the homes in the residential districts. Wherever structures are erected by private initiative great care is being taken to make them externally attractive. This architectural progress is possible because of the growing demand that utilities shall be made artistic and the appreciation of the fact that a proper attention to these artistic features by the builder is commercially profitable. They are secured, however, only under the direction and supervision of skilled architects and engineers. So general has that supervision been in the erection of private structures that St. Louis can claim as large a number of beautiful homes and comfortable residence streets as any city in the country.

But when we turn to the common and larger home—the city itself—and examine the public structures, buildings, bridges and general street

**Absence of the Artistic in Public Works.** adornments built at public expense and for public purposes, the same skilled supervision is found to be seriously lacking. Little thought has been given to the idea of the proper grouping of public buildings, the adornment of bridges, viaducts and street

fixtures and the elimination of those elements which detract from the appearance of the highways and the buildings erected along them. In short, municipal art has been given so little attention in the development of St. Louis that public structures in this regard have clearly lagged behind those erected by private individuals or corporations.

While this condition may be attributed to several causes, such as the meager appropriations frequently made for public buildings which lead city officials half-heartedly to select whatever site is offered, the influence of partisan politics in municipal affairs, and the too often lack of vital civic interest on the part of the citizens, the chief cause is the absence of a comprehensive plan and a broad outlook on the part of those entrusted with the construction of municipal works.

The municipal portion of a city's growth demands the same skilled direction which is given to private construction and the same broad and far-sighted planning which characterize the building of a modern university or an international exposition. Moreover, this guidance is all the more necessary because of the rapidly increasing growth of urban centers, the larger demand for public structures in the form of public baths and playgrounds, public libraries and schools, civic centers and general public utilities, and the widespread interest manifested in the movement for a more comfortable and attractive city.

Everywhere cities are seeking not only the useful but the harmonious and the architecturally beautiful in public works of every kind. This

**Demand for Municipal Art.** new spirit is expressing itself in the increased demand made upon the municipality for well-paved streets, massive buildings, public conveniences, monuments and statuary. Public libraries are being built not

only for books but also for art; modern school buildings are erected not only for housing education but as educative in themselves; halls of legislation are being decorated with mural paintings as beautiful as the frescoes of the modern theater or art gallery, and federal and municipal buildings are no longer complete without their groups of



statuary and other exterior decorations. All this is a result, to a considerable extent, of the appreciation of the fact that a city, if it would be truly great, must not only be commercially powerful but also attractive to those who reside within its limits and to those who visit it for pleasure or business.

St. Louis has felt the impulse of this growing artistic sense to which a remarkable stimulus was given by the Louisiana Purchase Exposition. There the people of the city had placed before them the finest and most artistic of architectural designs. They saw not only the noblest forms of art but they saw the practical way in which streets, squares and buildings can be grouped so as to produce the most harmonious and dignified effects. These influences and the influences of wider travel have so developed the æsthetic desires among the people of this city that they will not in the future be satisfied with bare walls, unadorned exteriors, and isolated and unrelated public buildings. They will demand those factors in municipal culture and art which give tone and spirit to a city. Obviously if we would have these elements of art introduced into public improvements we must have the work supervised by men who know what constitutes the truly artistic and how best to obtain it.

European cities have long since learned that the designs and location for public buildings and the erection of bridges, viaducts, fountains and

**Municipal Art  
in European Cities.**

statuary can not be entrusted to the artistic sense of the individual citizen. In most of the German cities there are departments of municipal extension to which all contemplated improvements that to any degree affect the public at large must be submitted. This Board considers the improvement not only for its intrinsic worth but in its relation to the general street or building plan of the city. The plans submitted may be artistic in themselves, but if they are wholly out of harmony with the general scheme of improvements they are likely to be rejected.

Paris, although it has no official art commission to pass upon public works, calls in its leading artists and experts to advise with the city whenever extensive plans for improvements are contemplated. Rigid regulations control the erection of buildings and the improvement of streets. Street fixtures and furnishings are not only required to be made of certain material and size, but they must have "in elevation a decorative appearance in harmony with the situation."

In this country municipal art societies years ago began the agitation for a proper artistic supervision of public works, but the movement took definite form in 1898 in New York when the New York Municipal Art Commission of the City of New York was established by law. This Commission consists of the Mayor of the Greater New York, the President of the Brooklyn Institute of Arts and Sciences, the President of the Public Library and six other members appointed by the Mayor and including one painter, one sculptor and one architect. Under the charter of the Greater New York the Commission has jurisdiction over:

- (a) All works of art to be acquired by the City of New York by purchase, gift or otherwise, including paintings, mural decorations, sculpture, monuments, fountains, arches or other forms of a permanent character intended for ornament or commemoration.
- (b) The removal, relocation or alterations in any way of all works of art already possessed by the city.
- (c) All designs of municipal buildings, bridges, approaches, gates, fences, lamps or other structure erected or to be erected upon land belonging to the city costing over \$1,000,000.
- (d) Arches, bridges, structures and approaches, the property of private individuals or companies, which shall extend over or upon any street, park or public place.

No works of art can become the property of the City of New York unless a design or the work itself and its location is first passed upon and accepted by the Commission. Nor can any existing work of art be removed, relocated or in any way be altered unless the plans are first submitted to and approved by the Commission.

The extent of the Commission's work and its effectiveness in securing a higher artistic standard in public works is shown by the number of submissions made to it in 1903 and 1905. In 1903 one hundred and seventeen submissions were made involving approximately \$33,600,000, of which fifty-five were rejected. In 1905 one hundred and five submissions were made involving approximately \$18,600,000, of which twenty-two were disapproved in whole or in part. These included public baths, fire engine houses, hospital buildings, boat houses and pavilions, bridge terminals, fountains, memorial tablets, bronze busts, mural decorations in school buildings, sculptures, ornamental pillars



in parks, monuments, equestrian statues, the relocation of statues and the restoration of portraits. The Commission is thus brought into official relation with nearly every department of the city government, and while it has only advisory powers its criticisms furnish a strong inducement to the proper artistic treatment of the various forms of public works.

So satisfactory have been the results of the experience in New York that six other cities have by statute or ordinance established Art

**Art Commissions  
in Other Cities.**

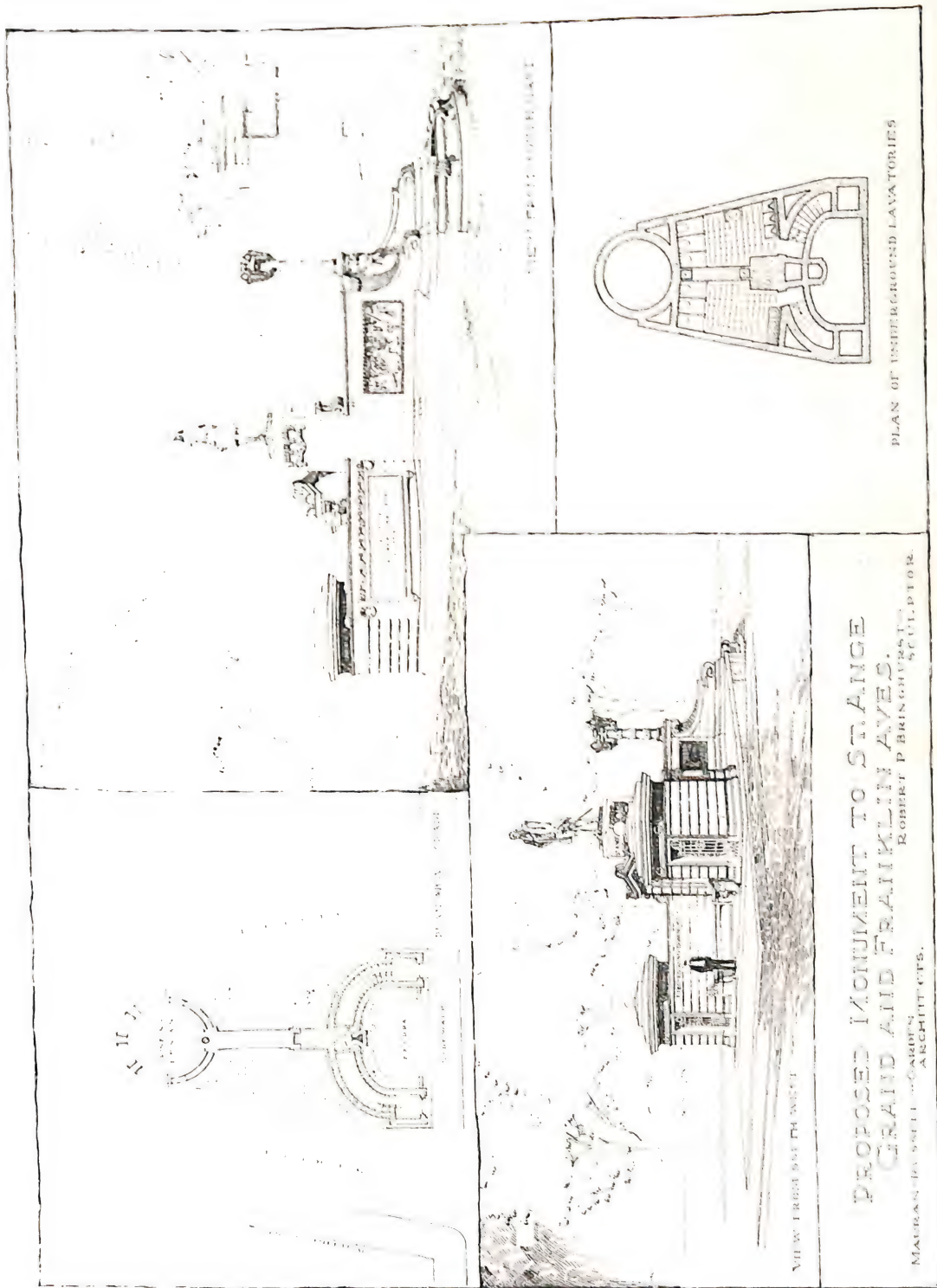
Commissions, following closely the New York provisions: Boston, Chicago, Detroit, Baltimore, Denver and Los Angeles. In every case the work of these commissions is to protect rather than to initiate. They act as critics of proposed improvements or serve in an advisory capacity with other city officials in planning public works. The membership of the Commissions include, as in New York, experts in the different phases of municipal art, and their services are gratuitous.

An Art Commission with similar powers and duties should be created in St. Louis. Had one existed years ago a million-dollar City Hall would not have been isolated in the midst of unsightly and dilapidated buildings, the stately old Court House would not have been marred by a coat of paint, and the artistic features of public works would have a decidedly higher tone than at present. The present charter confers upon the Board of Public Improvements complete authority over public works of all kinds, and a commission, if established under it, would have advisory powers only, and could be called into consultation only when requested by the Board of Public Improvements. It is the hope of this Committee that a body of thirteen freeholders will be chosen in the near future and that a new charter may be adopted which will provide for the proper supervision and encouragement of municipal art in St. Louis.

What is to be accomplished in the establishment of a municipal art commission, and the development of the artistic in municipal public works? It is not merely art for art's sake. As

**Reasons  
for a Municipal  
Art Commission.**

pointed out above, it adds to the attractiveness of a city as a place of residence and it enhances its commercial importance, but more than all it arouses a civic spirit among all the people and creates a pride in the city. A citizen's love of the city is not an abstract sentiment, it attaches itself to the beautiful in the city. If



A SUGGESTION WHICH A MUNICIPAL ART COMMISSION MIGHT HAVE PUT INTO EFFECT.





we would have our people united for the upbuilding of St. Louis we should surround them with illustrations of the city's greatness. The artistic should characterize not only the group center about the City Hall but it should be distributed throughout the city wherever the people congregate. Bridges should be made artistic as well as useful; broad thoroughfares should be the sites for a graceful fountain or historic statues; engine houses, police stations and public baths should be constructed with the artistic element in view.

This city's history is full of interesting events which should be commemorated in bronze or stone: the landing of Laeclde, the transfer of the territory from Spain to France and France to the United States, the Lewis and Clark Expedition, the establishment of municipal government in 1822, and a number of historical sites which have played an important part in St. Louis history. We need monuments commemorative of the great men who lived their lives and did their effective work in this city. Triangles at street intersections which are passed daily by thousands should be the centers of historic interests. By means of these pieces of art and by the artistic treatment of public improvements the city would cultivate the noblest aspirations of the people, who would grow to consider the municipality not merely as a temporary dwelling place but as a desirable home and a city with whose greatness they are proud to be identified.

The city can not get away from the utilitarian. Its reason for being is its utility, but there are many ways in which utilities can be treated artistically without injuring their utility. The architectural beauty of our splendid new school buildings do not mar their usefulness; the sculpture attached to the Customs House in New York does not detract from its service; the statuary which crowns the approaches to Paris bridges do not injure them as thoroughfares; but their effect on the life and spirit of a city can not be measured. "A forced familiarity with ugliness dulls a taste for beauty," but the constant presence of beauty in utility heightens the civic, æsthetic and moral tone of the entire population.

The Mississippi River is about to be crossed by another bridge, Mill Creek Valley is to have bridges and improvements to the extent of a million dollars, Kingshighway is to cross the valley over a stone viaduct, and the first effort to secure a harmonious grouping of public buildings will soon be made. These improvements should be under



the careful and judicious supervision of a commission, composed of experts, similar to those in other cities. It is only in this way that St. Louis can hope to foster and cultivate a true civic art. We would, therefore, recommend that at the earliest possible date an amendment to the charter of the city be secured so that a Municipal Art Commission can be created and given general supervision over these necessary artistic features of a city's life and growth.

MUNICIPAL ART COMMITTEE.

J. LAWRENCE MAURAN, *Chairman*.

W. K. BIXBY.

MURRAY CARLETON.

JOHN FOWLER.

HALSEY C. IVES.

# Legislation

---

## NECESSARY TO MAKE POSSIBLE THE RECOMMENDATIONS OF THE SEVERAL COMMITTEES

A CAREFUL analysis of the reports of the several committees and the extensive improvements which they recommend shows that additional legislation will be necessary to make it possible within the next twenty years to carry out the valuable suggestions which they have outlined in this city plan. In order to make clear the nature of the legislation needed the following summary is given of the more comprehensive and expensive improvements recommended by the various committees.

1. The grouping of public buildings either along a central mall extending from the proposed public library at Thirteenth and Olive Streets to the City Hall at Thirteenth and Clark Avenue, or along Twelfth Street between Eleventh and Thirteenth. In either case it will require the condemnation or purchase of much property for this improvement.

2. The establishment of civic centers, especially in the crowded portions of the city, by grouping minor public and quasi-public institutions about a central park, playground or open space; such institutions as public baths, branch libraries, public and parochial schools, churches, police stations, fire engine houses, model tenements, social settlements and the headquarters for athletic, social, charitable and political organizations.

3. The improvement of the street plan of the city by the construction of an extensive esplanade along the river-front between the Eads Bridge and Poplar Street, the opening of a broad thoroughfare from Twelfth Street to the Union Station, the widening of Twelfth Street from Market Street south to Mill Creek Valley, and the establishment of restricted driveways from the northern, western and southern portions of the city.

4. The construction of an inner and outer system of parks and boulevards containing some five thousand acres of park land and more



than forty miles of parkways, including the building of a riverside drive.

5. The creation of a Municipal Art Commission which shall have general supervision over the designs of all public buildings and over all works of art to be erected in the city.

#### PROBLEM OF COST

The first serious problem in connection with so comprehensive and far-reaching a plan of public improvement is the cost. While the several committees have not attempted to estimate the amount of municipal revenue necessary to carry into effect their recommendation, it is safe to say that the sum total, scattered over the period of ten to twenty years, will exceed \$25,000,000. There are two methods by which this large sum can be raised as the improvements progress. First, by an increase in the amount of general revenues of the city from taxation, a portion of which might annually be set apart for these permanent improvements; or, second, by an increase in the city's bonded indebtedness.

The present rate of taxation for city purposes is \$1.35 on the \$100 of assessed valuation. The assessed valuation is 66 2-3 per cent of the real value, but this two-thirds basis of assessment is maintained in only a few sections of the city. In the outlying or residential districts the assessment averages probably 65 per cent, while in the downtown business portion, according to reliable authority, it does not exceed in many instances 40 per cent of the real value. If all taxable property in the city of St. Louis were assessed for the full 66 2-3 per cent of its value, the municipal revenue, it has been estimated, would be increased at least \$5,000,000. A portion of this amount, if collected, might be used to inaugurate some of these improvements were it not for the fact that the rapidly increasing cost of maintaining the municipal machinery and the additional demands made upon the city for the protection of the health and comfort of the people will make it necessary in the near future to utilize all of the additional revenue, resulting from a more equitable assessment, to meet the ordinary expenses of the city government.

#### Unequal Assessment of Taxes.

The Municipal Assembly can, under the charter amendments adopted in 1901, increase the rate of taxation for certain purposes, when the rate for such an increase and the purposes

**Bond Issue Necessary.** for which it is intended shall have been submitted to and approved by the people. But an increase sufficient to carry out the plans contemplated in

this report within the next ten or fifteen years would subject the taxpayers to too great a burden and would be levying upon them the whole cost of improvements which should be shared by the next generation. The greater portion of the cost should, therefore, we believe, come from the issuance of municipal bonds. The present total bonded debt of the city, including the recent \$11,200,000 bond issue, is \$32,019,278. This is within \$4,000,000 of the five per cent limit, as fixed by the Constitution of the State, and any increase in the bonded debt of the city beyond that point would require a constitutional amendment.

A comparison of American cities in regard to the legal borrowing limit, total indebtedness, per capita indebtedness, basis of assessment

**St. Louis Indebtedness Low.** for taxing purposes and the general property tax rate per \$1,000 of true value, as gathered from the United States Census Reports, will show that not only is the total and per capita debt of St. Louis less in proportion to the population than any of the first ten cities, but that the extent to which she can become indebted, the basis of assessment and the actual tax rate per \$1,000 of the true value of real and personal property is below the average.

Cities.	Population, 1901, estimated.	Legal Borrow- ing Limit.	Total Indebtedness 1901.	Per Capita Debt, 1901.	Basis of As- sessment, Real and Per- sonal Prop- erty, per cent of true value.	General Property Tax Levied for Municipal Purposes, rate per \$1,000 of true value.
New York....	3,888,180	10%	\$599,460,532	\$154.18	100	\$15.17
Chicago.....	1,932,315	5%*	64,593,547*	33.43*	15*	8.06*
Philadelphia..	1,392,389	7%	71,826,317	51.58	100	14.50
St. Louis.....	624,626	5%	22,738,442	36.40	66 <sup>2</sup> / <sub>3</sub>	14.14
Boston.....	588,482	2½%	94,121,606	159.94	100	14.47
Baltimore....	538,765	no limit	39,962,883	74.17	85	16.29
Cleveland....	425,632	7%	23,995,402	56.38	60	15.11
Buffalo.....	372,035	10%	19,770,105	53.14	67 and 100	13.13
Pittsburg....	352,852	7%	25,677,258	72.77	67 and 100	12.46
Cincinnati....	341,444	no limit	37,559,140	110.00	60	9.64

\* NOTE: This does not include Chicago's portion of the drainage canal debt, nor her park bonds.



While these comparisons indicate that St. Louis might safely bond herself seven per cent of her assessed value, which, it has been asserted by competent authority, might be done without in the least endangering her credit, it is not at all probable that the voters of the city and State would at present approve a constitutional amendment to that effect, especially as it has been only a few years since they approved an amendment authorizing the city of St. Louis to increase her bonded debt. Moreover, additional bonds under the present five per cent borrowing limit will be possible as property values increase and the existing bonded indebtedness is reduced by the sinking fund. The following table prepared by Comptroller Player will indicate the probable revenues each year from these sources, a portion of which, at least, will be available for carrying out needed public improvement in the form of parks and playgrounds, public baths, boulevards, civic centers and public buildings.

Year.	Assessed Valuations.	Total Outstanding Debt at Beginning of Year.	Sinking Fund Payments During the Year.	Net Debt Outstanding at Close of Year.	Limit of Indebtedness, Including Old County Debt and Water Bonds.	Amount to Which the Debt May be Increased.
1900..	\$380,765,242.00	\$19,392,278.00	\$ 476,000.00	\$18,916,278.00	\$19,038,262.00	\$ 121,984.00
1901..	394,722,705.00	18,916,278.00	.....	18,916,278.00	19,736,135.00	819,857.00
1902..	416,720,646.00	18,916,278.00	.....	18,916,278.00	20,836,032.00	1,919,754.00
1903..	440,958,173.00	23,916,278.00	180,000.00	23,736,278.00	33,966,908.00	10,230,630.00
1904..	458,913,607.00	23,736,278.00	197,000.00	23,539,278.00	34,864,680.00	11,325,402.00
1905..	468,780,630.00	23,539,278.00	1,100,000.00	22,439,278.00	34,458,031.00	12,018,753.00
1906..	497,348,175.00	22,439,278.00	1,420,000.00	21,019,278.00	35,886,408.00	14,867,130.00
Estimated on the basis of an annual increase in assessed values of \$6,000,000.						
1907..	\$503,348,175.00	\$21,019,278.00	\$ 200,000.00	\$32,019,278.00	\$36,186,408.00	\$ 4,167,130.00
1908..	509,348,175.00	32,019,278.00	1,000,000.00	31,019,278.00	36,486,408.00	5,467,130.00
1909..	515,348,175.00	31,019,278.00	1,500,000.00	29,519,278.00	36,786,408.00	7,267,130.00
1910..	521,348,175.00	29,519,278.00	675,000.00	28,844,278.00	37,086,408.00	8,242,130.00
1911..	527,348,175.00	28,844,278.00	200,000.00	28,644,278.00	37,386,408.00	8,742,130.00
1912..	533,348,175.00	28,644,278.00	644,278.00	28,000,000.00	37,686,408.00	9,686,408.00
1913..	539,348,175.00	28,000,000.00	1,000,000.00	27,000,000.00	37,986,408.00	10,986,408.00
1914..	545,348,175.00	27,000,000.00	1,250,690.00	25,749,310.00	38,286,408.00	12,537,098.00
1915..	551,348,175.00	25,749,310.00	.....	25,749,310.00	38,586,408.00	12,837,098.00
1916..	557,348,175.00	25,749,310.00	2,900,000.00	22,849,310.00	38,886,408.00	16,037,098.00
1917..	563,348,175.00	22,849,310.00	.....	22,849,310.00	39,186,408.00	16,337,098.00
1918..	569,348,175.00	22,849,310.00	2,578,000.00	20,271,310.00	39,486,408.00	19,215,098.00
1919..	575,348,175.00	20,271,310.00	275,000.00	19,996,310.00	39,786,408.00	19,790,098.00
1920..	581,348,175.00	19,996,310.00	.....	19,996,310.00	40,086,408.00	20,090,098.00

The above table shows that in the years respectively between 1907 and 1920 the city, in all probability, will be able to increase

her bonded debt by the following sums: 1907, \$19,590,098 in \$4,167,130; 1908, \$1,000,000; 1909, \$1,800,000; 1910, Bonds by 1920. \$975,000; 1911, \$500,000; 1912, \$944,278; 1913, \$1,300,000; 1914, \$1,550,690; 1915, \$300,000; 1916, \$3,200,000; 1917, \$300,000; 1918, \$2,878,000; 1919, \$475,000; 1920, \$300,000—a total of \$19,590,098 in thirteen years. The Comptroller's figures are based upon a \$6,000,000 annual increase in the assessed valuation of property, which he considers an extremely conservative estimate in view of the fact that during the past ten years the annual average increase has been approximately \$15,000,000.

The improvements contemplated in the reports of the various committees will necessarily extend over a period of several years, and the issuance of bonds for such purposes must, in every case, be made with the consent of the voters. We are, therefore, of the opinion that until the people become convinced of the necessity for hastening these extensive public works in order to make St. Louis a more attractive city and permit her to keep pace with other American cities in this respect, it would be better to plan the improvements in accordance with the gradual increase in the amount of bonds which the city can issue within the next twelve or fifteen years, instead of attempting to secure an increase in the borrowing limit by constitutional amendment.

#### EUROPEAN METHOD OF PAYING FOR IMPROVEMENTS

In this connection it is interesting to note the method adopted by foreign cities to meet the cost of contemplated municipal improvements, particularly the widening of streets or the opening of new thoroughfares. In a number of instances the cities not only condemned the land actually needed for the improvements, but appropriated also the abutting property, which was afterwards re-sold. In the re-sale the cities reimbursed themselves, in part at least, for the expenditure by reaping the benefits accruing from the enhanced values due to the improvements. Paris, following this principle, built the Avenue de L'Opera at an actual profit to the city. Vienna completed her famous Ringstrasse in the same way. In London, a thoroughfare one hundred feet wide was driven through a crowded district from Holborn to Strand. Not only was the hundred feet right-of-way condemned but the contiguous blocks on either side of the new street were appropriated. The entire improvement cost the city £6,120,380 sterling,

#### Cities Reap Benefits of Enhanced Values.



or more than \$30,000,000. The city then sold most of the land which it had appropriated for about \$22,000,000, and the ground rent which it will receive annually from the remainder will more than pay the interest on the other \$8,000,000 investment. So that London has practically completed a \$30,000,000 improvement without any expense to the tax payers.

The London County Council, in its report upon this improvement, says: "This result is most encouraging, and shows that the policy of allowing the Council to acquire sufficient property to enable it to benefit from the improved values caused by the improvement, instead of leaving the improved values to adjoining owners, is the best practical means for carrying out what is needed in London."

The adoption of this same policy is being advocated in this country, notably in New York and Massachusetts. The legislature of Ohio, in 1904, at the solicitation of Cleveland, amended its laws

**Ohio Law.** relative to the appropriation or condemnation of property by providing that all municipal corporations shall have the power to appropriate, enter upon, and hold real estate within their corporate limit, "for establishing esplanades, boulevards, parkways, park grounds and public reservations in, around and leading to public buildings and for the purpose of re-selling such lands with reservations in the deeds of such re-sale as to the future use of such lands so as to protect public buildings and their environs, and to preserve the view, appearance, light, air and usefulness of public grounds occupied by public buildings and esplanades and the parkways leading thereto." The validity of this law has not yet been tested in the courts.

A law of this nature in Missouri under the decisions of the State and Federal courts would, in our opinion, be held invalid, for only property needed for public use can be taken by condemnation proceedings, and no property can be taken by the city for the purpose of re-selling it. The question of necessity for public use is a judicial one which the facts in the case must determine. The principle, however, followed in the widening of streets in London, is a sound one from the economic point of view. If a municipality expends millions of public revenue for an extensive improvement which greatly enhances the value of contiguous property, then the municipality should reap at least a portion of the benefits.

## POWER OF CONDEMNATION SHOULD BE EXTENDED

Under the provisions of the charter and statutes when private property is sought to be appropriated for municipal purposes and a just compensation determined upon by a Board of Commissioners, the city can not take possession until all questions of damages are settled, a final judgment rendered and the money paid to the owner. The result is that in many cases important public improvements are either delayed for

**City's Right  
to Take Possession  
of Condemned  
Property.**

years or the city is forced to pay an exorbitant price for the property in order to prevent the filing of exceptions, appeals and other tedious court proceedings. In the case, however, of private property being taken for the use of railroads, the right to take possession of the property is acquired immediately upon the payment of the damages assessed by the Commissioners, notwithstanding the fact that either party may have excepted to the value set by the Commissioners and the question of value be referred to a jury for full determination, or an appeal be taken from the verdict when rendered. This provision makes it possible to expedite the purpose of condemnation proceedings in favor of a railroad. A municipality should certainly have the same right to take possession immediately upon payment of the assessed damages, leaving the mere question of their adequacy to be further litigated. This would permit necessary public improvements to be made with the same expedition which characterizes railroad building and would remove one of the serious obstructions now in the way of the economical and expeditious construction of municipal public works. A law to this effect should be secured, if possible, at the present session of the legislature.

## PUBLIC RESERVATION DISTRICT

The plans of the Inner and Outer Park Committee include the purchase and improvement of some 5,000 acres of park land and the construction of more than forty miles of parkway in St. Louis County. According to the charter, the city can acquire land beyond its limits for public uses and the courts have held that the appropriation of private property for park purposes is manifestly a public use, as being essential to the health, comfort and prosperity of the people in densely populated cities. A difficulty, however, arises

**County and City  
to be Benefited.**



in the control of the property in the county by the city. The city could not have, either by purchase or by legislative enactment, governmental authority over lands in St. Louis County. This authority could, however, be invested by legislation in a new corporation composed of representatives of the city and county. Furthermore, the establishment of so extensive an outer park system would be of inestimable value to the people in the county, both by reason of the enhanced value of real estate due to the improvements and of the increased facilities for pleasure and recreation which these parks and drives would furnish. For that reason the county should bear its due proportion of the cost of establishing and maintaining an outer park system.

In order, therefore, to have legislation which will permit the creation of these large outlying parks and parkways, to provide an equitable assessment of the cost for establishing and maintaining them, and to insure the proper governmental control over these recreation areas when established, we would recommend the passage of a law by the legislature in this State similar to the Metropolitan Park Act of Massachusetts or the Forest Reserve Act of Illinois.

This law should contain the following general provisions:

1. A clause empowering the legal voters in any contiguous territory which contains within its boundaries one or more incorporated cities lying wholly within the same to incorporate such territory as a Public Reservation District.

2. A clause permitting five per cent of the legal voters residing within the limits of such proposed districts to petition the judge or judges of the county or counties included in the proposed district, or the municipal assembly of any city not within a county to cause the question whether they desire to have the territory incorporated as a Public Reservation District to be submitted to the vote of the people. If a majority of the votes cast favor the creation of such a district, it shall thenceforth be deemed an organized public reservation district.

3. A clause authorizing the Governor to appoint a Board of Commissioners consisting of a President and four (4) Commissioners, of whom not more than three shall be members of the same political party, to manage the affairs of the established district. They should be legal voters and reside within the district, should be appointed for a term of four years, and should serve without compensation. The first Com-

missioners should be appointed, two for two years and two for four years.

4. A clause giving to the Commissioners power to appoint and fix the salaries of a Secretary and a Treasurer and such other employes and laborers as may be deemed necessary to protect and maintain the reservation areas; and to pass all necessary rules and regulations for the proper management and conduct of the business of the Board and for carrying into effect the object for which such public reservation district is formed.

5. A clause giving to the Board of Commissioners power to acquire, maintain and make available to the inhabitants of the district open spaces and woodland for exercise and recreation;

**Powers of Board.** to lay out, establish, open, widen, improve and maintain highways within the district as public driveways and boulevards; to regulate, restrain and control the kind and speed of travel on such driveways; to employ a suitable police force; and, in general, to do all acts needful for the proper execution of the powers and duties granted to the Board.

6. A clause giving to the Board the power to acquire by gift, grant or purchase, or by condemnation any land necessary for carrying out the purposes for which the district was organized; the power to petition the courts praying for the appointment of three or five Commissioners to ascertain the actual value of the land to be taken, the damages to the property caused thereby, and to determine the amounts which should be assessed against property or the municipalities as benefits resulting from the improvements; and the right to take possession of the property immediately upon payment of the damages assessed by the Commissioners.

7. To meet the expenses incurred in acquiring land, establishing, protecting and maintaining such recreation areas the Board should be empowered to borrow money on the credit of the district and issue bonds therefor to an amount not to exceed one-half ( $\frac{1}{2}$ ) of one (1) per cent of the aggregate assessed valuation of the property within the district; and to levy a general property tax in the same manner as taxes are now levied for city purposes to an amount not to exceed two (2) mills on each dollar of the aggregate assessed valuation of property within the district.

We have not attempted to present in this report the detailed form of such a law. This should be drafted with great care in order to make



the work of the Board of Commissioners most effective and at the same time to protect fully the rights of the people in every portion of the Public Reservation District.

#### BOARD OF PARK COMMISSIONERS FOR SAINT LOUIS

The Park Committee also recommends extensive parkways within the city for the purpose of tying together and making accessible our present large park areas. In view of the fact that Kingshighway is soon to be established as a boulevard under the supervision of the Street Department, that the Sewer Department is working on the plans for the improvement of the River DesPeres Valley, and that a number of small parks are to be purchased and put under the joint supervision of the Park Department and the Public Baths Commission, a charter amendment should, if possible, be secured by which the control of all parks, parkways, public squares and playgrounds shall be placed where it logically belongs—under the Park Department of the City Government. In order to have the department represent the needs of every section and all interests of the city we would suggest a law similar to the one secured in Kansas City in 1895, and under which she has been enabled to construct and maintain her admirable park system.

The general provisions of that law are: 1. The city is divided into five park districts and a Board of Park Commissioners, consisting of five members, is appointed by the Mayor.

2. The Commissioners are appointed for four years, serve without compensation and no more than three can be members of any one political party. Any one of them is held to have vacated his office in the event of having accepted a nomination or an appointment to any political office.

3. The general powers of the Board are: (a) To appoint a salaried secretary and to employ the services of a supervising landscape architect, and such engineers, superintendents, clerks and employes as is deemed necessary to construct and maintain the park system. (b) To devise and adopt a system of public parks and parkways, to select and designate lands to be used and appropriated for such purposes, to select routes and streets for boulevards and parkways and cause the same to be widened and restricted. (c) To lease, purchase, condemn

**Park Control Unified.**

**Powers of the Park Board.**

## LEGISLATION.

or otherwise acquire in the name of the city, and with the approval of the Municipal Assembly, land for parks, parkways, boulevards or public squares, and to improve, maintain, superintend and control the same.

4. Provision is made for the assessment of benefits and damages in the entire park district in which the park or parkway is established.

5. Payments for the land selected or acquired and funds for the improvement, maintenance and control of the park system are provided for out of the general funds of the city or by issue and sale of bonds as directed by the charter.

A Board of Commissioners consisting of representative citizens serving without compensation will insure an equitable division of park area for the different sections of the city and a non-partisan and aggressive administration of the Park Department of the city government.

The report of the Municipal Art Committee has pointed out the need of an art commission to supervise the planning, location and construction of public buildings and other municipal structures. It has also stated the legal difficulties in the way of creating an effective art commission. Under the charter of the city of St.

**Municipal  
Art Commission.**

Louis the Board of Public Improvements is invested with full authority in matters relating to public works, and the only way in which a municipal art commission can be given anything more than the mere semblance of authority in the location, re-location, or alteration of public structures and works of art is by charter amendment.

This, however, is only one of the numerous recommendations which will require charter amendments in order to make it feasible to carry out the suggestions with any degree of expedition

**Charter Revision.** and at a reasonable cost to the city. For example, the Boulevard Act, which is cumbrous and slow,

needs entire revision. In the establishment and opening of boulevards and parks, benefits should be assessed not only against the property abutting on the highway, but also against property in the benefited district. The city should have the power to plant trees on the streets and highways and assess the cost as a special tax against the abutting property. The Street Department should have better control over the opening and plotting of new streets. All of these illustrations point to the need for a complete charter revision which would aid materially



in realizing many of the improvements suggested in the City Plan Report.

The recommendations of the Outer and Inner Park Committee contain the suggestions that the Marine Hospital site be secured by the city for park purposes and that Jefferson Barracks Reservation be opened as a National Park.

The Marine Hospital site, containing some fifteen acres of land and four or five buildings, is now being used as a hospital for the care of river men and sailors. A year ago the Treasury Department seriously considered the advisability of discontinuing the use of these buildings for hospital purposes, and went so far as to solicit bids for the care of the few patients who here avail themselves of the Government's protection in time of sickness. We would recommend that an effort be made to secure a satisfactory arrangement between the Federal Government and the city, whereby the Government patients can be cared for in the city hospitals in exchange for this area of splendid park land overlooking the Mississippi River.

**Marine Hospital Site.**

Jefferson Barracks Reservation, containing 1,200 acres of river-front land, is being utilized less and less as an army post, the large powder magazines have been removed from the wooded area along the river-front, a considerable portion of the reservation is undeveloped, and the indications are that the War Department will in the future make the barracks little more than a recruiting station. While it is not at all probable that the Government would consider the disposal of this splendid natural park area, Congress might be induced to follow precedents and open and improve it as a national park. We would therefore recommend that a committee be appointed by the League to investigate more fully this question and if possible secure co-operation of the members of Congress from Missouri in inducing the Federal Government to make this reservation a recreation area for the benefit and welfare of the people of St. Louis.

**Jefferson Barracks As National Park.**

Your committee has not attempted in this report to present the drafts of the laws recommended, nor to suggest all of the legislation necessary to permit St. Louis to carry out with expedition and proper precaution a comprehensive plan of public improvements. We have outlined only those more important laws which are at the basis of any progressive scheme for improving the appearance of this city, and we

## LEGISLATION.

recommend that steps be taken to have introduced and passed by the present session of the Legislature of this State such laws as this report suggests should be passed by that body to make possible the improvements recommended by the reports of your committees.

## LEGISLATION COMMITTEE.

JOHN F. LEE, *Chairman*.

J. LIONBERGER DAVIS.

B. SCHURMACHER.

CHARLES NAGEL.

LUTHER ELY SMITH.

R. F. WALKER.





# The Civic League of St. Louis

## OBJECTS

The Civic League of St. Louis is an independent, non-partisan association designed to unite the efforts of all citizens who are seeking to improve municipal conditions in this city. Its general purposes are: To create public sentiment in favor of a better administration of public affairs; to crystallize enlightened public sentiment into action; to labor for the enactment and strict enforcement of laws which will make the city more healthful, comfortable and attractive, and to serve as a Bureau of Civic Information to the citizens of St. Louis.

## OFFICERS FOR 1906

### *President*

HENRY T. KENT

### *Vice-Presidents*

T. S. McPHEETERS  
ROBERT MOORE

F. N. JUDSON  
CHARLES NAGEL

EDW. MALLINCKRODT

### *Treasurer*

N. A. McMILLAN

### *Secretary*

MAYO FESLER, Security Building

### *Executive Board*

Henry T. Kent  
Dwight F. Davis  
J. L. Hornsby  
J. Lawrence Mauran  
Charles A. Stix

Gouverneur Calhoun  
Edward C. Eliot  
T. S. McPheeters  
Samuels Norvell  
B. J. Taussig

Dr. M. B. Clopton  
J. H. Gundlach  
N. A. McMillan  
Charles Rebstock  
Fred G. Zeibig

### *Counsel*

Nagel & Kirby

Schnurmacher & Rassieur

Luther Ely Smith

### *Honorary Auditors*

Jones Caesar, Dickinson, Wilmot & Co.

### *Advisory Counsel*

E. L. Adreon  
W. K. Bisby  
Adolphus Busch  
Pierre Chouteau  
C. C. Cronc  
George F. Durant  
Mrs. John Fowler  
George C. Hitchcock  
Chas. H. Huttig  
Homer P. Knapp  
John F. McKinney  
Elias Michael  
Leo Rassieur  
M. Schoenberg  
Mrs. Edward Taussig  
Bishop Daniel Tuttle

Clifford B. Allen  
Robert S. Brookings  
Mrs. Geo. O. Carpenter  
Hanford Crawford  
Frank P. Crunden  
B. F. Edwards  
Archbishop J. J. Glennon  
Dr. George Homan  
Wm. B. Ittner  
Mrs. L. M. McCall  
Mrs. T. H. McKittrick  
Dan C. Nugent  
John H. Roth  
F. C. Simmons  
W. P. H. Turner  
Lambert E. Walther

Edmund H. Wuerpel  
Thekla M. Bernays  
A. D. Brown  
Daniel Catlin  
Gustav Cramer  
Rev. John W. Day  
Mrs. W. E. Fischel  
H. T. Hainer  
Clarence H. Howard  
Otto F. Karbe  
Robert McCulloch  
Mrs. Philip N. Moore  
Mrs. E. W. Pattison  
Walter L. Sheldon  
Wm. Trelease  
Henry Wood



## COMMITTEES FOR 1906

*Membership*

J. H. GUNDLACH, Chairman	Ernest Filsinger	Geo. W. Lubke
Joseph D. Barroll	A. H. Foote	H. H. Obershelp
Thomas D. Cannon	Otto G. Koenig	Charles P. Pettus
C. C. Crone	Earle Layman	A. H. Richardson
	Louis La Beaume	

*Press and Publications*

CHAS. A. STIX, Chairman	B. F. Edwards	Geo. M. Wright
Hanford Crawford	J. E. Smith	M. Shoenberg

*Legislation*

JOSEPH L. HORNSBY, Chairman	O. F. Karbe	E. J. Spencer
Glendy B. Arnold	T. S. McPheeters, Jr.	L. E. Walther
W. Palmer Clarkson	J. J. O'Connor	F. G. Zeibig
J. H. Gundlach	J. F. O. Reller	

*Smoke Abatement*

OSCAR L. WHITELAW, Chairman	Grant Beebe	J. B. Conroy
Wm. H. Bryan	Wm. Chauvenet	R. H. Fernald

*Charter Revision*

F. N. JUDSON, Chairman	Edward C. Eliot	Robert Moore
Dr. George Homan	Charles W. Knapp	Geo. D. Markham

*Public Sanitation*

J. HAL LYNCH, Chairman	Philip C. Scanlan	John H. Terry
Dr. H. W. Bartscher	Dr. Joseph Spiegelhalter	

*Tree Planting*

DR. SELDEN SPENCER, Chairman	G. M. Holferty	W. J. Stevens
Leo C. Dziatzko	H. C. Irish	Frank A. Weber
Dr. H. A. Geitz	Charles Rebstock	

*Historic Spots*

PIERRE CHOUTEAU, Chairman	Dr. Edward Evers	Walter R. Smith
Joseph Boyce	V. Mott Porter	Marshall S. Snow
Mary Louise Dalton	E. J. Russell	

*Tuberculosis Prevention*

FRANCIS G. EATON, Chairman	Ashley Cabell	Dr. H. G. Nicks
Dr. Louis Behrens	J. W. Lambert	Dr. Wm. J. Porter
G. R. Blickhahn	Dr. Albert Merrell	

*Housing Committee*

ERNEST J. RUSSELL, Chairman	J. Lionberger Davis	Charlotte M. Rumbold
R. N. Baldwin	A. O. Lovejoy	Albert T. Terry
Geo. Oliver Carpenter, Jr.		

*Street Lighting*

J. L. VAN ORNUM, Chairman	Trescott F. Chaplin	Arthur Thacher
Joseph D. Bascom	A. S. Langsdorf	E. L. Adreon

*Eleemosynary Institutions*

DR. M. B. CLOPTON, Chairman	E. M. Grossman	O'Neill Ryan
W. S. Eames	Dr. Robert Luedeking	Dr. Sidney L. Schwab
Dr. John Green, Jr.	W. Banks Rogers	Robert F. Walker

*Signs and Billboards*

L. L. LEONARD, Chairman	John H. Roth	Louis Spiering
Daniel N. Kirby	Robert Rutledge	Frederick H. Mann

# INDEX

---

	PAGE
Algiers, Water Front .....	74
Art, Municipal.....	88
Demand for .....	89
In European Cities.....	90
In American Cities .....	42, 52
Baths, Public.....	35
Berlin.....	45
Bissell's Point.....	104
Board—	
of Park Commissioners.....	102, 103
of Public Reservation Commissioners.....	8, 97
Bond Issue .....	13
Boston, Park System.....	51-62
Boulevards—	
Kingshighway .....	62, 63
Des Peres.....	64
Goodfellow .....	77
To Union Station.....	73
Bridge, Eads .....	73
Proposed .....	30
Buildings, Public.....	44
Carr Park .....	66
Chain of Rocks.....	66
Charbonier Bluffs.....	105
Charter Revision .....	12
Chicago .....	32, 33
City Hall.....	
City Plan—	
Scope of.....	7
Objects of .....	8
Civic League, The—	
Officers of.....	108
Objects of .....	37-53
Centers, Civic .....	42
Tenth and Carr.....	45
At Carr Park.....	47
Soulard.....	49
Ninth and Ann.....	65
Clayton.....	12
Cleveland.....	
Commissions—	
Public Buildings.....	31
Street Railway.....	86
Commission, Municipal Art.....	88-94, 105
Commons, St. Louis.....	18
Common Fields.....	18
Condemnation, Powers of.....	101
Conduits.....	83



	PAGE
Creve Coeur .....	67
Des Peres, River—	
Drainage of .....	62
Boulevard .....	62, 63
Fair Grounds .....	59
Group, Public Buildings .....	30-36
Plan No. 1 .....	31
Plan No. 2 .....	32
In American Cities .....	35
In European Cities .....	35
Highways, in County .....	67, 68
Jefferson Barracks. ....	63, 67, 106
Kansas City .....	13
Kingshighway .....	55-59
Kirkwood .....	65
Lectures, Public .....	43
Legislation .....	95-108
Libraries .....	48, 52
Locust Street .....	75
London .....	99
Marine Hospital .....	60, 106
Meramec Highlands .....	67
New York .....	12, 91
Moscow .....	35
Paris .....	35
Parks, St. Louis—	
Distribution of .....	39
History of .....	28
Board of Commissioners .....	104
Lafayette .....	50
Lyon .....	49
Laclede .....	51
Carondelet .....	51
Hyde .....	78
O'Fallon .....	58
Forest .....	57
Tower Grove .....	57
Total Area .....	54
Parks, Outer .....	65, 66
Place, St. Louis .....	46
Carnegie .....	50
Playgrounds .....	41, 51
Mullanphy .....	45
Bissell's Point .....	46
Poles, Telegraph .....	82
Reservations, Public .....	66, 67
Legislation for .....	101, 102
River Front—	
Importance of .....	72
Improvement of .....	73
In European Cities .....	74
Riverside Drive .....	59

# INDEX.

113

	PAGE
St. Louis	15-29
History of	25, 26, 27
Limits of	16
Founding of	19
Under Spanish Rule	20
Incorporated as a Town	22
Incorporated as a City	13
Need of a City Plan	12
San Francisco	43
Schools, Vacation	40
Schools, St. Louis	47
Soulard Market	
Streets	24
Naming of	81
Width of	75
Locust	76, 77
Chestnut	76
Twelfth	84, 85, 86
Railways	65
Suburban Railway	65
Thoroughfares	96
Taxation	63
Telegraph Road	81
Tree Planting	79
Triangles	77
Union Station	35
Vienna	13
Washington	65
Webster Groves	82
Wires, Telegraph	



